DOCUMENT RESUME

ED 105 193 CE 003 481

AUTHOR Neidhart, Anthony C., Ed.
TITLE Continuing Education for Texas: Special Studies of Non-Traditional Approaches to Education.
INSTITUTION Texas Coll. and Univ. System, Austin. Coordinating Board.
PUB DATE 74
NOTE 391p.

EDRS PRICE MF-$0.76 HC-$19.67 PLUS POSTAGE
DESCRIPTORS *Adult Education; *Educational Alternatives; Educational Development; Educational Innovation; *Educational Needs; External Degree Programs; Government Role; Higher Education; *Institutional Role; Older Adults; Post Secondary Education; Program Development; *Program Planning; State Programs; Womens Education
IDENTIFIERS Nontraditional Programs; *Texas

ABSTRACT

The report presents 13 studies, undertaken by Texas institutions of higher learning, responding to educational needs for improved delivery systems of higher education services to adults, and adult continuing education programs. The individual studies are: The Urban University and the Learning Society (J. E. Champagne, R. ~~Hopper,~~ B. Leaman); The Role of a Multipurpose University Serving a Large Sparsely Populated Geographic Area in a State Plan for Adult and Continuing Education (D. M. McElroy); Development of Process for Facilitating the Participation of State Government Employees in Continuing Education (A. Brewer); Adult and Continuing Education Programs for Meeting the Needs of Local Government in Texas (J. P. Hall); Experimental Education and Service Learning Internships in Texas (R. A. Shapek); Educational Technology and the Public (J. R. Copeland); A Model for Administration of Credit by Examination Programs in Texas (J. N. Harvey, E. J. Holland); Adult and Continuing Education for Business and Industry (N. C. Whitehorn); Continuing Professional Education: A Planning Study (D. E. Griffith); Continuing Education for Women (W. R. Hargrove); Plan for Continuing Education for the Elderly in the Rural Areas of Texas (C. Gaither); Educational Alternatives for Senior Citizens (K. Kurtz); and External Degree Programs for Non-Traditional Students: A Feasibility Study (A. D. Thompson, S. C. Moore, K. C. Stedman). (MW)

ED105193

CONTINUING EDUCATION FOR TEXAS:

SPECIAL STUDIES OF NON-TRADITIONAL APPROACHES TO EDUCATION

Sponsored by the Coordinating Board,
Texas College and University System

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EDUCATION & WELFARE
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CE 003 481

Edited by Anthony C. Neidhart

Southwest Texas State University
1974

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CONTINUING EDUCATION FOR TEXAS

FOREWORD

There is growing recognition that adults in today's society have a vital need for lifelong learning opportunities. In an effort to expand and improve continuing education opportunities for Texans, the Coordinating Board, Texas College and University System initiated in 1973 a Statewide Study of Adult and Continuing Education. A special advisory committee of educators and laymen was appointed to direct the study, with the objective of developing for the State of Texas "a system for the delivery of needed higher education programs at times and places convenient for adult students at prices they can afford."

The advisory committee invited Texas institutions of higher education to submit proposals for studies necessary for the development of such a system. Proposals were requested for studies in two categories: (1) improved (nontraditional) systems for the delivery of higher education services to adults, and (2) programs for meeting adult continuing education needs. Subsequently, grants were awarded to 12 institutions to undertake special studies in the two areas. Results of those studies, presented in this volume, provided much basic information for the advisory committee's final report: Continuing Education: Thrust for Relevance.

Studies of new delivery systems addressed the following: (1) identification of new opportunities the proposed system offered to adults and to the state, (2) ways in which the proposed system could fill unmet needs, (3) maintenance of program quality, (4) organizational arrangements required for the new system, (5) portions of costs to be borne by the student and the state, (6) conditions for implementing the system, and (7) recommended steps for implementation of the system.

The continuing education program studies addressed: (1) nature and magnitude of unmet needs, (2) appropriate organizational arrangements for recommended programs, (3) controls for quality and accountability, (4) recommendations for financing the programs, and (5) recommended sharing of costs between student and state.

The first twelve studies of this volume were partially financed by the Coordinating Board. Special recognition also must go to the Extension Division of The University of Texas at Austin and Dean William Barron for underwriting the feasibility study of the external degree program. The statewide study committee and staff are deeply grateful to each author for the excellent contributions. A special note of gratitude is also expressed to Bevington Reed, Commissioner of Higher Education, and to Wilbur Hurt, Director of Community Services of the Coordinating Board staff. Their dedicated efforts have inspired a surge of interest in continuing education among postsecondary educators in Texas. In addition, the Committee wishes to express its appreciation to Paula Burke, who spent many hours typing and editing the manuscript.

Anthony C. Neidhart

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THE URBAN UNIVERSITY AND THE LEARNING SOCIETY

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The Urban Learning Society: Current Issues and Participation

The "Learning Society" is a new phrase that has leaped into popularity in recent years. The phrase depicts vividly a condition which exists in today's American way of life. We live in a world which is characterized by higher and higher levels of education of the populace, increasing amounts of leisure time, longer life spand, earlier retirement years, and a knowledge explosion that is best typified by Dr. Robert Hilliard as quoted in Alvin Toffler's *Future Shock:*

> *At the rate at which knowledge is growing, by the time the child born today graduates from college, the amount of knowledge in the world will be four times as great. By the time that same child is fifty years old, it will be thirty-two times as great and 97 percent of everything known in the world will have been learned since the time he was born.*[1]

The early Greek philosopher Heraclitus noted that everything is in change and that there are no constants. If this were true thousands of years ago, how much more so is it true now. Thus, the phrase, "Learning Society" is timely and accurate. Today's adult society is characterized through necessity and simple desire by a grasping for new knowledge and skills. We will try to define some of the relevant issues of the learning society in this first chapter. In subsequent chapters we will address ourselves to institutional programs and approaches and to statewide frameworks in which programs for the learning society are coordinated.

While this first chapter deals with the general nature, scope and patterns of the learning society, it has one central purpose. That purpose is to show that there are staggering needs for more programs and for new approaches to serve the adult learner. Hesburgh, Miller and Wharton point out in *Patterns for Lifelong Learning* that:

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[1] Alvin Toffler, *Future Shock*, Bantam Books, New York, 1972.

> *...continuing education is happening today; it surprisingly encompasses larger numbers of students of all ages than the total number of young students in the formal educational system.*[2]

With such great participation on the part of adults one question immediately arises as to who is responsible for such programs, the private or public sector. Clearly both are responsible depending upon the nature, purpose, and result of such programs. But it is imminently clear that the common as well as the individual good is at stake. For this reason, if for no other, continuing education is a matter of public concern. Hesburgh, Miller and Wharton again summarize well when they state:

> *When the able adult population of the nation is viewed as a vast learning force whose development is in the national interest, the basis for public policy becomes clearer. First, the provision of opportunities for lifelong learning has nationwide implications, since the development of human skill is closely related to the social and economic advancement of the entire country. The integration of learning with life and careers cannot be effectively accomplished on an ad hoc basis, dependent on the person's ability to pay, or solely upon self-interest. Rather, lifelong learning should be guided by public policies that encourage the systematic integration of learning opportunities with the needs of people at different stages of life.*[3]

What is the basic reason why adults are flocking to educational programs? This can best be answered by looking at the nature of continuing education. There are many ways to categorize the field of continuing education, but each way is really pointing toward the same objectives. There are really three main purposes why adults participate: (1) personal/family enrichment; (2) occupational/career change, advancement, or enrichment; (3) social/civic enrichment. Undoubtedly, most adults participate in formal programs for reasons related to their jobs or careers. Technological

[2] Theodore Hesburgh, Paul Miller and Clifton Wharton, *Patterns for Lifelong Learning*, Jossey-Bass, 1973, p. xvi.

[3] Ibid, p. 14.

change is demanding continuous lifelong learning. Labor experts estimate that in 1930 ninety percent of the jobs in America could be adequately filled by persons with only high school levels of education or less; in 1970, only about 30 percent of the jobs can be adequately filled by persons with that level of education. These same experts state that adults entering the labor force today will have to be almost completely retrained four to six times in their lifetimes. In addition, there is no way to estimate how many times skilled and professional persons must update themselves in a lifetime; for some continuous updating is essential.

But let us not think that all continuing education is occupationally oriented. Adults who are more and more well educated upon entering adulthood continue to satisfy their whetted learning appetites, both in intellectual and associated pursuits for personal and family reasons. Still others become engaged in social, cultural, civic, religious, or political activities that demand continuing education.

We shall be presenting in the remaining pages of this chapter many statistics. These are given to point out the magnitude of response of the learning society, how the learning society is responding, and why the traditional institutions of higher education must change to serve the adult learner if they are to survive the next twenty-five years.

Stanley Moses, a well recognized authority in education, of the Syracuse Educational Policy Research Center has prepared some interesting statistics on adult education participation. Table 1[4] on the next page presents a summary of his relevant estimates and projections. These figures are important for several reasons. First the enrollment estimates of Moses are widely quoted among experts and should be understood; second, they give a breakdown of the categories of delivery systems used for adult education in an historical mode; third, they indicate dramatically the growing size of the learning society, having increased in fifteen years (1960-75) by 290 percent! It is also interesting to point out that the adult enrollment in traditional delivery modes in 1970 and projected 1975 exceed the enrollments of regular matriculated students in traditional higher education institutions. It must be pointed out that the Moses statistics are among the most liberal of the published statistics in adult education.

Table 2[5] was prepared for this report using a variety of data sources as indicated. The basic enrollment data were obtained from the 1969 and 1972 Current Population Survey of the U.S. Bureau of the Census.

Table 3[6] still presents another estimate and projection of enrollments and was also prepared for this report. Its basic data source was a national survey conducted by the Educational Testing Service for the Commission on Non-Traditional Study. It is more liberal than the statistics in Table 2 but more conservative than those in Table 1.

[4] Stanley Moses, *The Learning Force: An Approach to the Politics of Education*, Educational Policy Research Center, Syracuse Univeristy, 1969.

[5] Imogene Okes, *Participation in Adult Education, 1969, Initial Report*, U.S. Office of Education, 1971. Prepublication data on 1972 Current Population Survey were obtained from USOE.

[6] Abraham Carp, Richard Peterson, Pamela Roelp, *Learning Interests and*

TABLE 1

SYRACUSE ENROLLMENT ESTIMATES IN VARIOUS SEGMENTS OF FORMAL ADULT EDUCATION (IN MILLIONS)

Type of Program	1940	1950	1960	1970	1975
Employer Based	8.2	10.2	13.0	21.7	27.4
Proprietary Schools	2.5	3.5	4.0	9.6	18.1
Anti-Poverty	-	-	-	5.1	7.0
Correspondence	2.7	3.4	4.5	5.7	6.7
TV	-	-	.01	7.5	10.0
Traditional Institutions & Agencies	3.9	4.8	6.6	10.7	13.2
Total	17.3	21.9	28.3	60.3	82.4

TABLE 2

ESTIMATES AND PROJECTIONS OF PARTICIPATION IN ADULT CONTINUING EDUCATION BASED ON CURRENT POPULATION SURVEY

	Estimated		Projected[2]			
	Current Population Survey		Current Population Survey	Carnegie Commission	Regular Census	National Center for Educational Statistics
1969	13,150,000 (10.1%)[1]	1975	17,301,500 (11.5%)[1]	(Base data not available)	19,203,700 (13.97%)[3]	19,199,600 (13.97%)[3]
1972	15,374,000 (10.7%)[1]	1980	20,846,900 (12.8%)[1]	24,969,500 (16.93%)[3]	25,067,700 (16.93%)[3]	25,061,100 (16.93%)[3]

[1] Based on population aged 17 and over

[2] Computed from U.S. Census Population Projections using four different sources of higher education enrollment projections with rate of increase in adult education determined by 1969-72 growth.

[3] Based on population over the age of 17 and not enrolled for degree-credit.

Experiences of Adult Americans, Educational Testing Service, Berkeley, California, 1973 (to be released by Jossey-Bass).

TABLE 3

ESTIMATES AND PROJECTIONS OF PARTICIPATION IN ADULT CONTINUING EDUCATION BASED ON EDUCATIONAL TESTING SERVICE NATIONAL SURVEY, 1972

	Educational Testing Service Base Data	Carnegie Commission Base Data	Census Base Data	National Center for Educational Statistics Base Data
1970	30,170,500 (30.9%)			
1975	35,775,400 (30.9%)	(Base data not available)	32,863,500 (30.9%)	32,845,700 (30.9%)
1980	38,767,800 (30.9%)	35,230,900 (30.9%)	35,410,000 (30.9%)	35,402,100 (30.9%)

Based on population aged 18-60 and not full-time students and assumes constant participation rate in adult education throughout projected years. No historical trend data on participation were available to project a participation rate growth, hence the necessity of assuming constant participation rate. The statistics, therefore, are very conservative in the projected years.

The three sets of tables represent the latest national data that could be compiled for this report. The wide variances among the table totals can only be explained on the basis of definitions of programs and estimating techniques. But several things are clear: first, enrollment in adult continuing education is spiralling with no indications of any leveling off; second, enrollment in adult programs far exceeds enrollment in traditional higher education programs; third, adults are using a variety of means to achieve their educational objectives (this latter point is derived from Table 1 and will be expanded in Tables 4 and 5).

Tables 4 and 5 present a detailed analysis of the two empirical studies presented in Table 3, that done in 1972 by the U.S. Bureau of the Census as part of the Current Population Survey, and that done through the Educational Testing Service (data collected nationally by the Response Analysis Corporation) for the Commission on Non-Traditional Study. Both of these surveys are extremely significant and cross-validate themselves quite well on relative enrollment distributions, though absolute totals differ, perhaps due to different program definitions in the research process. A comparison of the types of institutions categorized partially verifies this notion. The sources of the information are footnoted for Tables 2 and 3.

TABLE 4

SUMMARY DATA ON PARTICIPATION IN
ADULT CONTINUING EDUCATION BASED ON CURRENT POPULATION SURVEY, 1972

A. Enrollment in Education in U.S., 1972

Grades 9-12	College and University Degree Credit Enrollment	Formal Adult Education
15,116,000	8,116,000	15,734,000

B. Enrollment Change in Adult Continuing Education in U.S.

1969	1972
13,150,000	15,734,000

C. Ratios of Persons in Adult Continuing Education to Persons Aged 17 and Over and not Full-Time Students in Other Education

1957	1969	1972
1 in 13	1 in 9	1 in 8

D. Age and Sex of Enrollees in Adult Continuing Education, 1972

Age		Sex	
17-24	21.8%	Male	49.2%
25-34	33.2%		
35-44	21.3%	Female	50.8%
45-54	15.1%		
55+	8.7%		

TABLE 4 (Continued)

E. Educational Background of Enrollees in Adult Continuing Education, 1972

Non-High School Graduate	13.1%
High School Graduate	37.6%
Some College	21.4%
College Graduates	27.8%

F. Type of Adult Education taken in 1972

General Education	25.9%
Occupational Education	46.5%
Community Issues	9.8%
Personal and Family Living	14.0%
Social and Recreational	12.0%
Other	3.4%

G. Type of Institution Enrolled in for Adult Continuing Education, 1972

Senior College of University	19.2%	33.8% Higher Education Institutions
Junior or Community College	14.6%	
Elementary or Secondary School	12.4%	
Proprietary School	7.9%	
Community Organizations	11.4%	
Employers	14.9%	
Other or Not Reported	19.6%	

The nature of the educational programs taken show the great importance of career related continuing education and when Section J of Table 5 is studied, it is seen that occupational reasons for continuing education are substantial. If, then, it is so essential for one's economic progress that he participate in continuing education, it is quite clear that not only is the individual good at stake, but also the common good of the State or Nation. Thus public policy and support are suggested as an important priority in educational programming.

It is also interesting to note from Section K of Table 5 that the major obstacle to participation in continuing education is cost. This fact also argues for increased public support of adult continuing education.

In 1972 a study was made on 6,000 continuing education students in Massachusetts. This northeastern state is heavily urban and a summary

TABLE 5

SUMMARY DATA ON PARTICIPATION IN ADULT CONTINUING EDUCATION BASED ON EDUCATIONAL TESTING SERVICE NATIONAL SURVEY, 1972

A. Total Number of Actual Adult Learners and Would Be Learners* in U.S., 1972

Actual Adult Learners	Would Be Adult Learners
32,000,000	80,000,000

---

*Would Be Adult Learners indicate a degree of interest of persons who would participate if possible and programs readily available.

B. Age and Sex of Actual Adult Learners, 1972

Age		Sex	
18-24	22%	Male	49%
25-34	30%		
35-44	20%	Female	51%
45-54	20%		
55-60	8%		

C. Educational Background of Actual Adult Learners, 1972

Non-High School Graduate	17%
High School Graduate	38%
Some College	21%
College Graduate	21%

D. Race of Actual Adult Learners, 1972

White	90%
Black	6%
Other	4%

TABLE 5 (Continued)

E. Marital Status of Actual Adult Learners, 1972

Single	18%
Married	76%
Widowed/Divorced	5%

F. Job Status of Actual Adult Learners, 1972

Full-Time Employed	57%
Part-Time Employed	10%
Unemployed	31%

G. Type of Community or Residence of Actual Adult Learners, 1972

Urban Residence	81%
Rural Residence	19%

H. Type of Adult Education taken by Actual Adult Learners, 1972

General Education	25%
Occupational Education	35%
Agriculture	3%
Public Affairs	6%
Personal and Family Living	38%
Recreational	42%
Other	7%

Total exceeds 100% due to more than one topic enrollment

I. Source of Adult Education taken by Actual Adult Learners, 1972

Traditional Higher Education Institution	14%
Secondary School System	9%
Proprietary School	3%
Community Organizations	18%
Employers	18%
Correspondence or Home Study Program	19%
Other	16%

TABLE 5 (Continued)

J. Reasons for Learning Given by Actual Adult Learners, 1972

Information and Intellectual Development	69.1%
Job and Educational Development	47.6%
Citizenship Development	16.2%
Family Relations Development	18.9%
Social Development	22.0%
Religious Development	16.4%
Professional or Employer Requirement	27.3%
Other	21.4%

K. Major Obstacles to Participation in Adult Education as cited by Would Be Adult Learners, 1972

Cost	53.0%
Not Enough Time	46.2%
Want Part-Time Schooling	35.1%
Home and Family Responsibilities	32.1%
Job Responsibilities	28.4%
Courses/Programs too long	20.8%
Lack of Information on Opportunities	16.5%
Courses Scheduled at Times Inconvenient to Learner	15.7%

table of the results of that study is presented as a matter of interest. The findings differ again from the two national surveys, but this is not unexpected since this study related only to one state and only to students enrolled in continuing education in higher education institutions. Table 6[7] presents the data.

TABLE 6

SUMMARY RESULTS OF SURVEY OF
CONTINUING HIGHER EDUCATION STUDENTS
IN MASSACHUSETTS, 1972
(N = 6000)

A. Age	Male	Female
Under 25	27%	39%
25-29	32%	21%

[7] George Nolfi and Valerie Nelson, *Strengthening the Alternative Post-Secondary Education System: Continuing and Part-Time Study in Massachusetts, Volume II*, Massachusetts Advisory Council on Education, Boston, 1973.

TABLE 6 (Continued)

Age	Male	Female
30-34	19%	13%
35-44	15%	16%
Over 44	7%	11%

B. Sex	Male	Female
	66%	34%

C. Education	Male	Female
Less Than High School	3%	2%
High School	15%	20%
Some College	46%	39%
College Graduate	13%	13%
Some Post Graduate or Graduate Degree	22%	25%

D. Nature of Employment For Those Employed	Male	Female
Professional	43%	51%
Managerial	19%	6%
Clerical/Sales	8%	37%
Skilled	7%	1%
Semi or Unskilled	8%	1%
Service	14%	5%

E. Income Level	Male	Female
0	2%	16%
Under $5,000	15%	35%
$5-$8,000	15%	22%
$8-$10,000	17%	13%
$10-$15,000	38%	10%
$15-$25,000	14%	3%
Over $25,000	1%	1%

TABLE 6 (Continued)

F. Type of Continuing Education Enrollment	Male	Female
Regular Academic Course Used for C.E. Purpose	25%	42%
Trade or Technical	13%	5%
Business or Professional	50%	20%
Social or Community Service	10%	28%
Family or Personal	0%	2%
Avocational or Cultural	1%	5%

G. Number of Courses Being Taken	Male	Female
1	24%	47%
2	38%	34%
3	22%	10%
More Than 3	17%	9%

H. Courses Taken are for Credit	Male	Female
Yes	96%	95%
No	4%	5%

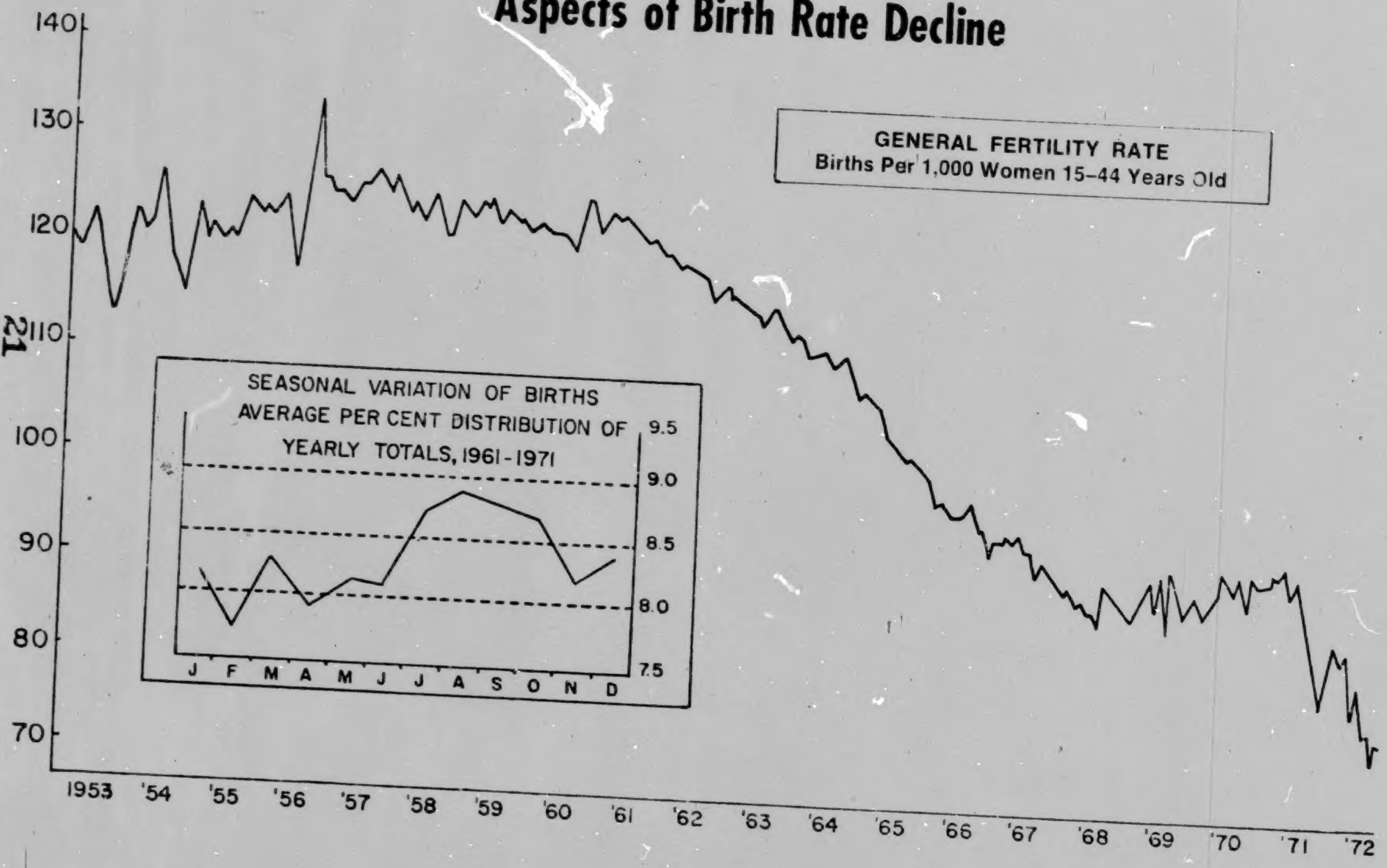
I. Reason for Enrollment	Male	Female
General Information	7%	11%
Career	83%	70%
Community Activity	1%	1%
Personal/Family Interest	9%	16%
Social/Recreational Interest	1%	1%

In many respects Table 6 is more interesting than the other tables presented so far. The reason is that the 6,000 respondents to this survey are all taking their continuing education programs in traditional higher education degree granting institutions in the state. Consequently, what Table 7 contains is a profile of the typical adult continuing education student who returns to the college or university for his "midlife" education. It is also important to note that the public higher education system of Massachusetts has an open admissions policy for non-degree, non-matriculating students. It is one of the few state systems that has had enough foresight to acknowledge that learning and education for a degree objective is only one aspect of higher education. Consequently, enrollment in credit courses as a means of continuing education is very large--the reason being that the courses are open to the public on a non-degree basis. The growing trend is that adults want credit for courses to certify that they have taken "respectable" courses, but they don't necessarily want a degree with all the rigidity and restrictive standards imposed upon degree students. The present authors speculate that it is only a matter of short time before public policy makers and institutional administrators recognize this fact and begin to open the universities to the adult taxpayers who keep them alive. It is a national crime, in the opinion of the present authors, that many public higher education institutions have closed their doors to the very people who keep them in existence. It is also the opinion of the present authors that unless admissions policy reevaluation be undertaken by public colleges and universities, these institutions will rightfully reap the penalties of declining enrollments and declining public support. The colleges and universities through their great educational programs and through their immeasurable contribution to the knowledge explosion and consequent effects in all spheres of life have in fact changed society. But now that society is changed, these very change agents themselves must change, or their future is indeed bleak.

Certain statistics are in order to demonstrate the enrollment plight of higher education in the next twenty-five years. Perhaps a presentation of some of these facts will expedite the reshaping of public policy and institutional practices relative to the adult learner. To vividly portray certain population trends that relate to traditional enrollment in higher education, three figures follow. These charts were prepared by Dr. Lyman Glenny of the Center for Research and Development in Higher Education at Berkeley and permission to use them was granted.

The first figure shows the decline in the birth rate which in 1972 was the lowest it has been in 20 years. It goes without saying that unless the people are born, they won't be around to enroll in college in twenty years! The second figure shows the population of typical college age youth through 1990. It can be seen that from 1980 onward there will be fewer college age youth in America and in 1990 there will be less than there were in 1970. Finally, the third figure shows the enrollment participation rates of college age youth. The rate is showing a definite decline for males with 1972 below 1969 and a leveling off trend for women. What do these three charts say? They say simply that there will be fewer traditional college age youth around in the future to enroll in colleges and universities and the enrollment rates have leveled off or are on the decline. Thus, in absolute terms, the future enrollments in higher education are grim. But the picture suddenly becomes bright if the needs of the increasing numbers of adult learners are accepted by institutions

Figure 1.



Aspects of Birth Rate Decline

Figure 2.

Persons 18-21 Years Old

(in thousands)

Bureau of Census, 1973

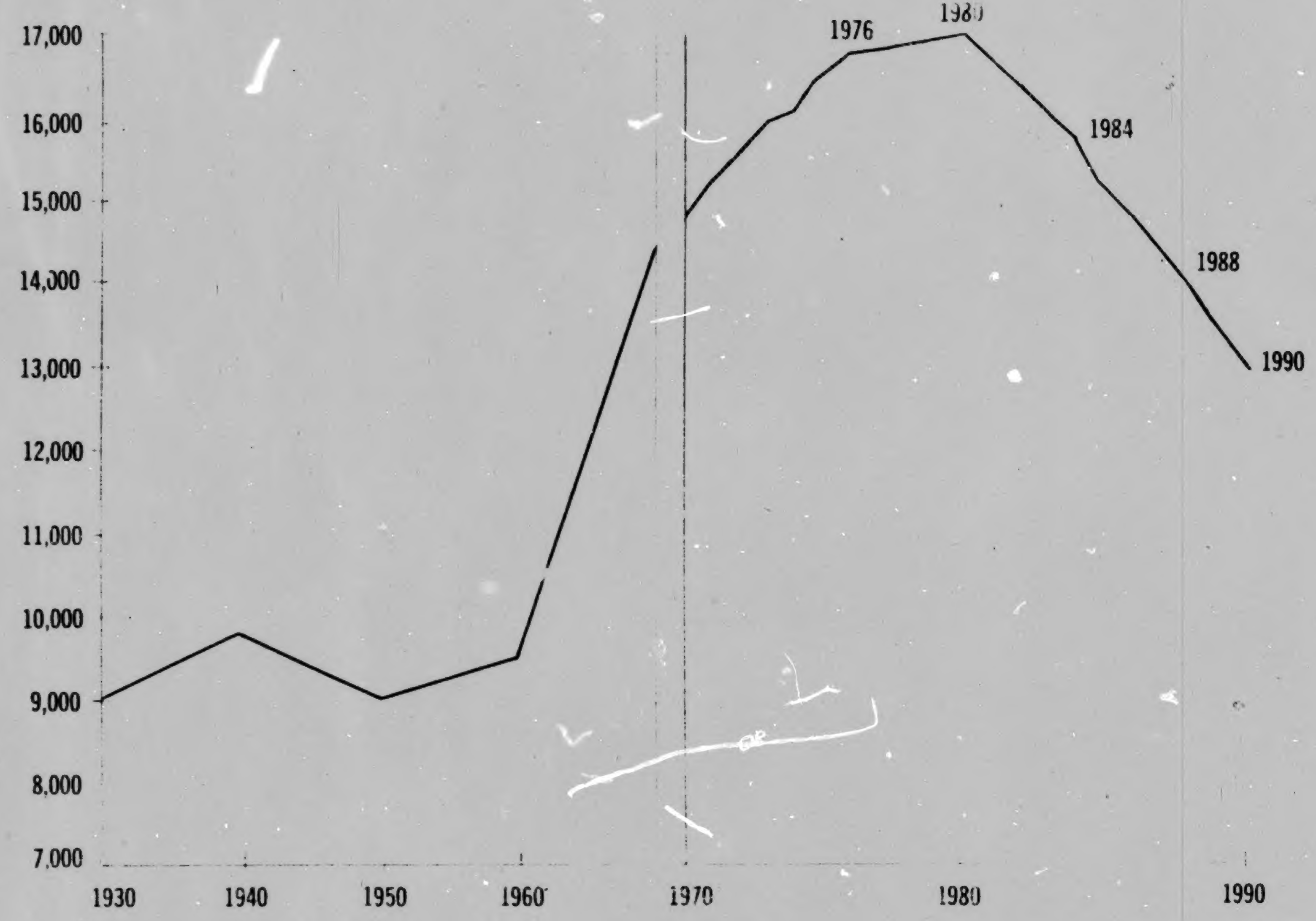
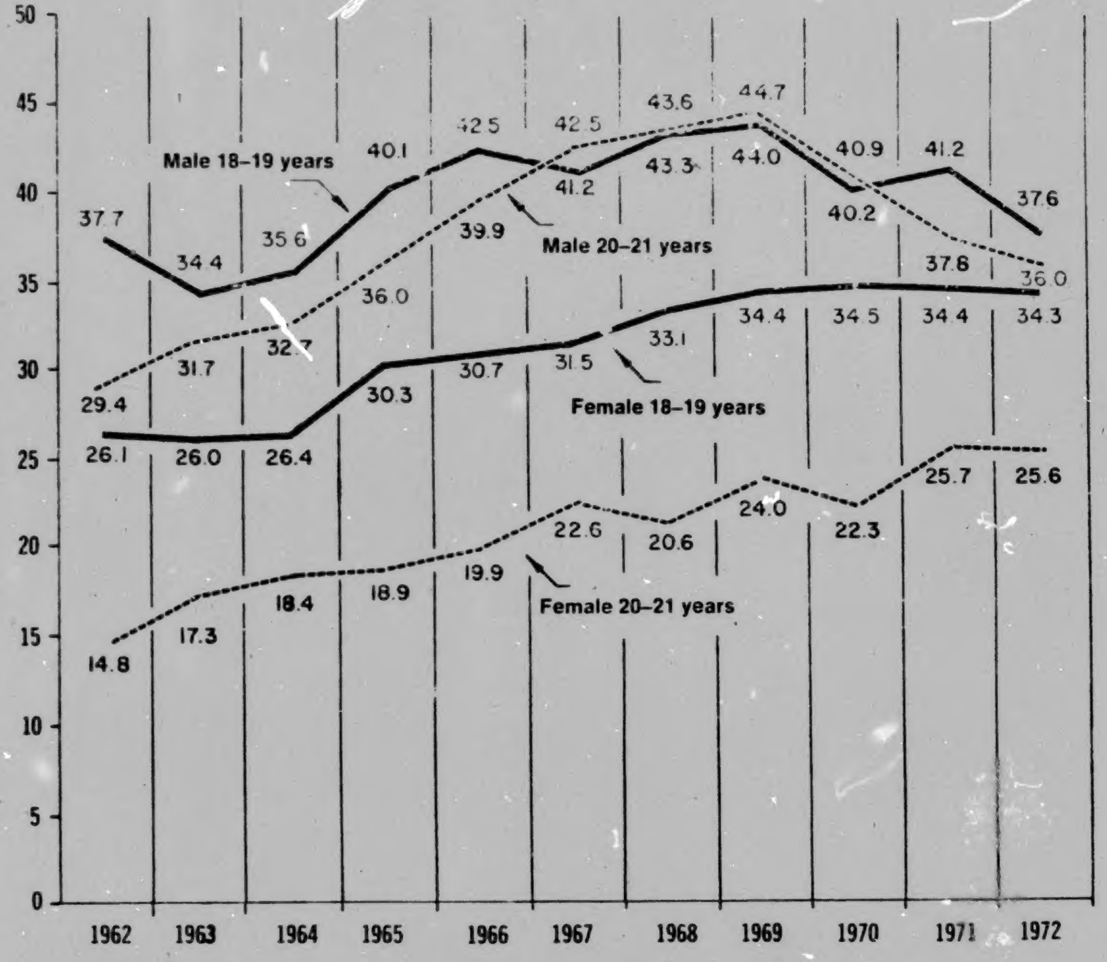


Figure 3.

Rates of College Attendance, by Sex



of higher education. It implies a refocus of higher education rather than the alternative of prohibitive costs or bankruptcy.

Lyman Glenny summarized these population trends very effectively in a speech at a National University Extension Association Conference in October, 1973, in Albuquerque, New Mexico. He stated:

1. The actual number of five-year olds dropped 15 percent between 1960 and 1970. These are the college youth of 1978 and beyond;

2. The actual number of births dropped three percent between 1970 and 1971 and nine percent between 1971 and 1972, and this year the number seems destined to be even lower. These are the potential freshmen of 1988 to 1991. Yet every state showed a drop in births between 1971 and 1972 and only four had an increase over the two-year period, 1970-72 (West Virginia, Arizona, Utah, and Nevada);

3. The nation's birthrate is at its lowest point in history, at a rate below zero-population growth, and it has not yet stabilized at that rate;

4. The proportion of all males 18 to 19 years of age who are in college has dropped to the level it was back in 1962, down to 37.6 percent from a high in 1969 of 44 percent. This drop can be attributed only partly to the draft, since the trend downward started at least two years before resolution of the draft issue;

5. The proportion of males 20 to 21 years of age in college has dropped from a high of 44.7 percent in 1969 to 36 percent in 1972, almost nine percentage points less;

6. Women in the 18 to 19 age group leveled off at about 34 percent in 1969 and those in the 20 to 21 age group seemed to have leveled at 25 percent in the past two years. This occurs despite the ostensible efforts of colleges and universities to increase the proportion of women going to college;

7. In the fall of 1972, the four-year colleges and universities lost about 1 1/2 percent in the first-time freshman enrollment, while the community colleges increased less than two percent;

8. In the past two years, 85 percent of all the increase in the number of first-time students entered the community colleges;

9. The Census Bureau estimates a sharp drop in the number of college-age youth after 1982, almost paralleling the sharp rises during the 1969's. My own estimate, based on the Census Bureau projections and the data on live births of the U.S. Public Health Service, is that by 1991 we will have about the same number of college-age youth as we had back in 1965 or 1966. Although the U.S. Bureau of the Census, the Carnegie Commission, and the U.S. Office of Education all project an increase in this age group after 1990, there is no evidence whatever to support that assumption. Unless the number of live births shows an increase this year or next, the projected number of college-age youth will of necessity show further declines after 1990.

These facts, individually and collectively, indicate that institutional competition for students will increase to intense levels bordering on the rapacious. Some institutions--both public and private--will no doubt be forced out of business. Others will be reduced drastically to less than half of current enrollments.

Since the purpose of this report is to be of input to the development of a State Plan for Adult and Continuing Education for Texas, we have taken the adult enrollment rates from the two national surveys reported and applied them to 1970 Census data for the major standard metropolitan statistical areas of the state. Table 7 presents the results of these applications.

TABLE 7

ESTIMATE OF PARTICIPATION IN ADULT CONTINUING EDUCATION FOR TEXAS TOTAL AND SMSA's, 1970

Area	National Center for Educational Statistics[1]	Educational Testing Service[2]
Texas	841,994	1,650,385
Austin	22,223	48,933
Corpus Christi	21,419	43,615
Dallas	117,007	239,722
El Paso	27,018	38,266
Fort Worth	57,308	117,061
Houston	149,274	304,834
Laredo	5,479	9,565
San Antonio	64,974	126,675

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1. Estimates based on adult education participation rates determined by Current Population Survey of U.S. Census for National Center for Educational Statistics (1972)
2. Estimates based on adult education participation rates determined by National Survey of Educational Testing Service for the Commission on Non-Traditional Study (1972)

It is recognized that there are questionable assumptions underlying the figures in Table 7. The major assumption is that the participation rate in Texas is equivalent to the national average as indicated by the two surveys. Nevertheless, the table does serve to indicate the great market in the urban areas of Texas, a market far greater than that of traditional higher education. How well the needs will be met is a matter of great concern and should be a matter for public policy.

Conclusions

Several conclusions are obvious from the material covered in this first chapter. (1) There is a great need for adult continuing education due to the increasing complexity and changing nature of job demands, to the increased level of education needed or desired by the populace, to the increased complexity and demands of living today, to the increased amounts of leisure time, to the earlier ages of retirement, and to the general desires of people. (2) Adults are participating at greater and greater rates in continuing education, estimated as high as 82 million by 1975. (3) Most of the adult education taken is pragmatic and for immediate use, as in the case of education related to work or civic responsibility. (4) Traditional institutions of higher education will be playing a larger and larger role in the total delivery system of adult continuing education. (5) Traditional institutions of higher education will have to change through modifications both in public policy and institutional reassessment. (6) Of economic necessity due to decreasing future enrollments of traditional students, higher education institutions *will* refocus and accept the mission of continuing education as equal to the mission of traditional education. (7) Greater public financial support and new public policies will be required to meet the needs of adult learners who are the primary taxpayers of public education in the first place.

As a final concluding statement, Dr. Lyman Glenny is quoted again:

> *One obvious conclusion to be drawn from these trends is that university extension will have new opportunity and new recognition of its work. Extension has always been considered second class in the eyes of most campus academics. It will shock them to find that campus programs attract fewer and fewer students while the extension divisions not only grow in numbers of students but also receive increased attention from state planners and policy makers. Adults are voters who tend to vote. As a greater proportion of them engage in extended types of education, their demands for public support and nurture could become formidable indeed.*

> *Under these circumstances it appears likely that extension and other forms of the extended university will be considered less alien to academicians and will be more fully integrated with the total program of the university. Departments will no longer stand aloof but rather will be seeking justification for their continuance by associating themselves with the coming winner in the competition for students--off campus extension and other nontraditional means of offering college work.*[8]

URBAN COLLEGE AND UNIVERSITY PROGRAMS FOR THE ADULT LEARNER

The demand for public adult continuing higher education has grown from the recognition that the public schools belong to the people, whose energies and interests can be cultivated for their personal self-enrichment or directed toward finding solutions for societal problems. The concept of community education focuses more specifically on the educational needs of each member of the community, providing resources to help people help themselves. Today's society affirms that persons of all ages, from diverse economic and educational backgrounds, have unresolved wants and needs requiring the help of others for resolution; that in every community people have capabilities, interests, and knowledge to convey to others; and that many public buildings stand vacant much of the time. Through continuing education, such resources and facilities may reconcile the needs and wants of people throughout the community. Particularly in a modern urban setting, an educational institution can bridge any gap between the school and the citizenry, taking full advantage of the resources of both to bring about a coordinated alliance benefiting the entire community--academically, culturally, socially, economically, and even politically.

To ascertain and evaluate the current state of adult continuing education within the urban environment, numerous educational institutions were surveyed--universities, four-year colleges, community colleges, and junior colleges. Inadequate time allowed the contacting of only a few technical institutes, business colleges, community institutions such as the Y.M.C.A. or Jewish Community Centers, or such evening professional schools as the night law school. The lack of this specific information undoubtedly diminishes the final total number of course programs conducted nationally by urban educational institutions. Still, a total of 350 schools were contacted within forty-five urban areas of over 250,000 population (outside the state of Texas).

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[8] Lyman Glenny, *New Horizons for Continuing Education and University Extension*, Center for Research and Development in Higher Education, University of California, Berkeley, 1973, pp. 16-17.

In addition a number of urban institutions in eight states were visited during October, November and December. The institutions visited included University of California at Los Angeles, San Francisco State University, University of Wisconsin, Chicago State University, University of Illinois, University of Chicago, Wayne State University, Rutgers University, New York University, Georgia State University, and Florida International University. Specific information obtained from the visits is interspersed throughout the entire report. The visits served not only to provide information on program practices, but also served as a forum for the discussion of ideas, concepts, trends, and patterns with recognized leaders in the field.

When possible, contact in the survey was established directly with a school's Department of Continuing Education; where this department did not exist, communications were directed to the vice president for public affairs, communications director, director of educational planning, or even to the president of the institution. Schools surveyed were asked to send to the University of Houston catalogues, brochures, or related publications describing their college's programs and facilities for continuing or adult education within their urban communities.

By December 15, 1973, over half of the schools contacted in the survey (55%) had responded with the sort of information and catalogues requested. These 193 respondents adequately represent the geographical and categorical distribution of the institutions originally contacted. Approximately 10% of the institutions responding indicated that they had no special continuing education programs for adults, although several offer degrees in urban studies specifically. In a few schools from this group, initial plans have been formulated for adult education courses. Six schools report continuing education programs, but fail to specify the exact nature of course offerings. Thus, 168 schools (48% of the schools contacted and 87% of the schools responding) designated specific course offerings or special programs for adults engaged in continuing education within the urban community.

In studying the adult education programs in these 168 schools, two significant trends have been noted. Approximately 50% of these colleges offer courses for credit in a program tailored for the student older and more mature than average. Secondly, over 82% of the 168 institutions participating in adult education present non-credit course offerings for interested learners within the community. In practice there exists considerably more non-credit than credit programs in continuing and adult education. In further discussion, these percentages will be analyzed in more detail, together with a categorical breakdown of the nature of specific course offerings.

An urban college provides a common time, place, and structure for persons of common educational needs to communicate with one another while learning more about their world, their society, and themselves. It serves those learners who seek long-range formal contact with the college, those who would use the college and its human resources for answers to immediate problems, and those whose needs fall somewhere in between these two extremes. These diverse functions account for the previously mentioned statistical overlap in the percentage of institutions offering credit versus non-credit courses. At least 12% of the schools responding (over 20 schools) offer their courses on either a credit or non-credit basis. In many more instances, students are allowed to audit credit courses on a space-available basis with no admission prerequisite. In several colleges, credit courses are tempered by a pass-fail option offered even to degree-bound students. Some students enroll in credit non-degree programs; others, in as many as fifty schools, receive certificate credits which accumulate in professional certification for many skilled workers and semi-professionals. A student in certain community colleges may opt to receive course credit transferable to a four-year college, or credit merely recognized by the community college itself. In other institutions, students may choose between degree credits or certificate credits applying toward a certificate program which can be a stepping stone to a degree, but not transferable to a degree program. An extremely useful designation for recording non-credit experiences in continuing education, the continuing education unit (C.E.U.), has been adopted in several of the schools offering extensive non-credit programs. Thus, the clear-cut distinction, "credit or non-credit" becomes increasingly less descriptive, although affording the student more of an opportunity to choose a program of study particularly suited for his individual needs. At Seattle Community College, for example, a student may select credit programs in pursuing an Associate of Arts degree; he may receive an Associate in Applied Science degree which may transfer to a four-year college; or he may prepare himself for employment in the shortest time possible by entering a vocational or certificate program emphasizing manipulative skills and laboratory-shop activities simulating those in business and industry. This example is typical of many other institutions all across the nation.

Many institutions have created independent organizational divisions, one of which supervises programs for those students desiring part-time, flexible study for credit toward a vocationally oriented certificate or a full college degree. The other division serves those learners anxious to participate in hundreds of non-credit educational opportunities, ranging from one-day conferences to semester-long post-graduate courses. Washington University at St. Louis, Missouri, has, for example, created a program wherein a student of any age may plug his time and needs into a part-time program of college-level education through its University College, designed to benefit mature adult learners. Through the Division of Professional and Community Programs, another student may move into the educational system to learn about a specific problem and move out when his need is fulfilled.

The University College at Washington University seems representative of the programs of approximately twenty schools which described their related programs, often established under a Division of General Studies. The representative learners are serious part-time students who, because increasing their skills and expanding their knowledge means much to them personally, enroll in semester-length courses which carry college credit. For these students, however, college does not represent a commitment made to the exclusion of all other pursuits. Most students either work or raise families or both; every student leads another life. Such students in general studies programs include recent high school graduates who cannot or do not want to attend college full-time, working adults with various levels of education who want to move ahead in their fields, women whose family responsibilities now allow them time to prepare for professional employment, men and women who need to be trained for a second career, and adults who have recently completed high school equivalency programs.

Many of the schools with Divisions of General Studies grant college level credit to adults on the basis of their cumulative life experiences and practical knowledge. Some schools responding grant such credit through the College Level Exam Program (CLEP). Through the Adult Education Program at the University of Albuquerque, adults who are at least twenty-five years of age earn a bachelor's degree on the basis of levels of competency achieved, rather than an accumulated number of credit hours. It should be noted that in some few cases, the Division of General Studies includes not only students earning a degree through part-time study, but also those desiring specialized training to improve their occupational competence or to prepare for new professional fields and those who wish to continue their education simply for personal enrichment. Generally, however, learners in the second and third categories pursue non-credit course work such as that typical of Washington University's Division of Professional and Community Programs previously described. This division offers a short-term, come and go, educational life style to make the resources of an excellent university available to thousands of persons with specific needs for short-term education.

Leading educators in the field of non-credit continuing education recognize the need of individuals, particularly within this nation's urban areas, to continue to learn in order to remain alive and healthy. On an individual basis, we learn things daily--both informally and increasingly through extension and independent study courses for credit. Recognizing the mutual need for individuals to think and talk together, many educators' basic mission has become that of bringing people together to learn. Washington University's Division of Professional and Community

Programs, for example, initiates learning programs which respond to needs expressed by community, business, and professional groups for continuing education programs. In this context, several colleges have formulated the concept of the Communiversity or community school which provides community education for citizens of all ages, utilizing not only the present programs and physical plants of the public schools, but many other community facilities as well. The catalyst for community education, the community school, promotes intellectual and recreational development for children, teenagers, and adults. It provides supervised instruction in skill development, offers opportunities for basic education, furnishes meeting places for social and civic groups, offers a forum for the discussion of social problems, and provides facilities for social and medical services. Ten of the respondent schools with adult education programs provide child care services, so that parents of small children may participate in lifelong learning experiences. To encourage participation by the entire community, approximately ten community colleges in the survey have implemented special courses for teenagers and summer "Re-Creation Programs" for young and old alike. A few colleges even encourage high school students of unusual intellectual curiosity to participate in their programs through a dual enrollment program. Numerous programs designed for women, senior citizens, and servicemen will be discussed later.

The task of evaluating the exact participatory role of an educational institution in community service projects is difficult in this study, since community centers and service organizations were not surveyed, and most schools provided information descriptive only of their course offerings. In this regard, Schoolcraft College near Detroit, Michigan, offers a certificate program in community service, while Case Western Reserve has established a Social Work summer study program within the metropolitan Cleveland area. Tennessee State University represents perhaps an outstanding example of a university's direct involvement within the community. Through its basic and remedial education program, the University offers prevocational training, maintains a Training Coordinating Center for educators displaced by desegration, operates a Technical Assistance Center for the Emergency School Assistance Program, directs a Statewide Consumer Education Project, conducts research projects in adult education, supervises a Minority Business Training Center, oversees a State Management Assistant Program for minority-owned businesses, and administers the state's Cooperative Extension Service. In addition, Tennessee State offers a unique graduate degree in Adult Education Administration. Community Junior College of Kansas City, Kansas, administers the Public Service Careers, Neighborhood Youth Corps, and Head Start Programs and conducts courses for foster parents, as well as classes at a nearby prison. Meramec Community College near St. Louis, Missouri, awards students community service units, while the Division of Community Development through the University of Washington works directly with the city of Seattle. Special course offerings at many colleges require community experts, as well as regular college faculty, for use in instruction. At least ten schools maintain a Speakers' Bureau, often through a Department of Lectures and Community Programming, which further bridges the gap between college and community and provides numerous informative programs on varied and relevant topics.

According to popular premises regarding community education, a school's non-credit course offerings, such as those offered through Washington University's Division of Professional and Communtity Programs, should serve these primary functions: (a) channel the ideas, wants, and needs of the citizenry back into the educational system that serves them; (b) provide vocational, academic, recreational, enrichment and leisure time educational experiences to community members of ali ages; (c) cooperate with other educational agencies serving the community toward achieving common goals; (d) encourage community members to attempt to understand, evaluate, and solve locally such basic societal problems as environmental degradation, overpopulation, underemployment and unemployment, criminal rehabilitation, health, personal anonymity and alienation, and man's inability to communicate with and understand his fellow man; and, finally (e) establish a working model for faculty and community members to use as a springboard for evaluating, restructuring, and making more relevant the regular school programs incorporating the maximum use of facilities, human resources, and cooperation between educational agencies.

That community education has already affected positive and dynamic change in many of our traditional and/or antiquated regular school programs can be illustrated by innovative features characterizing many non-credit adult education courses and credit programs alike. Almost ten percent of the schools responding now award a bacheior's and/or master's degree in the area of Liberal Studies or Professional Studies, particularly designed for the adult resuming or beginning college study for personal benefit or occupational advancement. The Open College or University concept referred to across the nation as "College Without Walls" has enjoyed a recent surge of popularity. This untraditional format of study transcends the programs of the schools offering course work through independent study. Beyond the self-directed study, students often devise their own degree plans, adapt their scholastic regime to their vocational and recreational interests, and meet with professors and other students to share their learning, not merely to be deluged with floods of traditional lectures and quizzes. Perhaps the most innovative Open College program originates in Miami-Dade Junior College. "Life Lab", a credit program of individualized instruction, demands that students structure their own study programs and devise a study contract with a faculty sponsor. Learning activities reflect a student's interests and may include listening to cassette tapes, reading, field trips, watching television documentaries, attending selected seminars and workshops, or undertaking special projects such as volunteer community service work. Students document their learning experiences by recording and evaluating their learning activities in a written journal. The interdisciplinary focus relates subject matter studies to the student's own life and his long-range goals, rather than classifying information into different subject categories. To succeed in Life Lab, according to administrators, students must be self-directed and self-motivated. They must be entirely responsible for setting their own pace and organizing their own material in ways that will be meaningful to them.

Within such programs, the prevailing philosophy maintains that when one is permitted to search for his own answers--without being locked into the traditional academic courses--he evidences a better emotional and intellectual comprehension of the whole. He gains knowledge and insights more relevant to his own needs. Students in these nontraditional forms of continuing education are encouraged to learn job skills through on-the-job apprenticeships and co-op programs and thus from experts in the field. They contact resource people in the community who give support and help. In many programs students also undertake volunteer tutoring of underprivileged children or helping in a prison. They may do individual research projects, apprentice with an expert, or submit some learning experience from their own job. The Miami-Dade philosophy is that students are "on their own, but not alone". The motto for this mode of adult education, which has attracted a wide variety of participants from the folds of more traditional degree courses, is not, "Here I am. Educate me," but Here I am. Help me to educate myself."

A further innovation in education emanating from continuing education programs lies in relaxed admission requirements in many of the schools surveyed, particularly community colleges. Provisional admissions for credit courses have increased, even at major universities; in some institutions there are no admission requirements for the extension division, and anyone may register for a regular day or evening course either for credit or non-credit on a space-available basis. More commonly, high school graduates can take courses as non-matriculated students. At Clackamus Community College near Portland, Oregon, students eighteen years of age or older may be admitted without a high school diploma and may earn one in college if they desire. Thus, efforts have been made to cease denying opportunities for adult education to those individuals lacking qualifications or credentials from traditional schooling and, ironically, most deserving of further study.

Other special features of continuing education programs include college preparatory programs for college-bound adults; reduced tuition fees for families and senior citizens; and conference centers such as those at Wayne State University, Oklahoma University, and Michigan State University. Faculty participating as learners in continuing education programs, as well as multi-media libraries represent further innovations. Oklahoma has implemented unique programs such as Oklahoma University's Inter-Cultural Exchange Program with Hacienda El Cobrano in Mexico and Tulsa Junior College's Summer Reading Programs in cooperation with the city's public libraries. A Campus of the Air radio program sponsored by the Oregon State System of Higher Education features discussions on child abuse, child guidance, and the health hazards of smoking; Seattle University offers a special certificate program in Alcohol Studies. Union College near Newark, New Jersey, conducts a bilingual program with courses taught in Spanish, while New York University's World Campus sponsors travel programs to London, Paris, and Mexico City. Cooper Union College in New York provides an after-school professional development program for teachers; the college of Mount Saint Vincent near New York City offers a holiday season mini-session for credit; and the University of Washington sponsors lectures and concerts, radio broadcasts, and seminars of special interest to adult learners. The Project for Educational Renewal, sponsored by Rosary Hill College of Buffalo, New York, offers traditional courses through a program which helps mature learners integrate their college experiences with their ordinary adult lives. Special attention is given to arranging time schedules so that neither job demands nor educational goals are sacrificed at the expense of the other. Qualified counseling is available for those who experience difficulty adjusting to the changes college entails.

Most every school with a significant adult education program offers flexible classroom hours. Late afternoon, night, weekend, and even early-morning classes abound for the lifelong learning participant who simultaneously holds down full-time employment. Accordingly, traditionally sequential class meetings have often been supplanted, particularly in non-credit courses, by conferences, seminars, institutes, dialogues, weekend retreats (often with professors or famous authors), and courses presented via newspapers, television, and radio.

Perhaps it can be seen that the makeup of an educational institution reflects the needs of the particular community where it exists. The average adult citizen of today's society has become increasingly interested in enriching his life, improving his personal efficiency and skills, and developing his talents. This trend is validated by the high percentage of the populace who actually participate in some form of continuing education, estimated at between 60 and 80 million annually by the American Association of Higher Education. Accordingly, some educational institutions have become concerned with identifying public problems and public needs, focusing their skills and resources on those needs, and then translating these insights into educational areas in which the institution can make a unique contribution.

For the purposes of this study, it was determined that approximately 548 distinctly different program topics in non-credit study were offered during the year 1972 at the 168 schools reporting adult education programs. These programs account for thousands of individual course offerings in specified categorical areas. Course programs in the survey were classified by subject matter in one of the following arbitrary subject classifications following that system developed by the state of Georgia: Problems and Issues in Society, Personal Interest, Skills and/or Knowledge for Occupational Improvement, Intellectual Skills Development, and Personal Life Problems and Demands. Allowing for some overlap in subject classification, the percentages shown in Table 8 below were calculated. The term "program" indicates that at least one course or seminar was offered by a school in the specific categorical subject classification.

TABLE 8

DISTRIBUTION OF PROGRAM OFFERINGS
BY GENERAL TOPIC AREA OF RESPONDENT INSTITUTIONS

	1. Problems and Issues in Society	2. Personal Interest	3. Skills and/or Knowledge for Occupational Improvement	4. Intellectual Skills Development	5. Personal Life Problems and Demands
Non-Credit	17.5%	21.9%	23.0%	17.5%	20.1%
Credit	19.3%	15.0%	25.2%	19.6%	20.0%

It is significant that for both credit and non-credit offerings, approximately one-fourth of all programs of study attract learners on the basis of their desire for skills and/or knowledge for occupational improvement. This high degree of participation mirrors the desire of the educational institutions to provide learning opportunities for which they have special competence to those engaged in the various professional areas. Apparently, the academic complex successfully draws personnel from business, industry, and volunteer associations to share as well as to improve their methods of successful research, development, and production. The large number of schools offering programs for occupational improvement reflects, furthermore, the widespread trend observed toward certification in occupational studies for professional programs. Obtaining certificate awards in business and industry reflects a widespread desire to improve professional competence and satisfy intellectual curiosity.

That considerably more programs are offered in non-credit than credit personal interest activities is not surprising, as many leisure-time activities seem incompatible with the more formal structure of a credit course. Through many activities in this category, adults of all ages find new friends, attitudes, and interests. Most courses of this type are especially informal and can be requested by individuals and groups to begin at any time and at various locations. The recreational component integrates public and private resources, encouraging citizens of all ages to participate in sports and physical fitness, as well as cultural pursuits. Approximately 20% of all course offerings lie in the realm of Personal Life Problems and Demands. This participation reflects man's desire to come to terms with his biological and emotional processes--to increase his awareness of his own inner feelings and internal conditions. The learner studies problems of home and family living, pondering his relationships with all of life. He is lead to examine life's ultimate values and realities. He examines his perspective of value systems and the relationship between his values and his sense of motivation, action, and conflict. He deals with his views of existential reality, of death, and of the unknown.

Of the 168 schools with continuing education programs, 17.5% offer non-credit programs in Intellectual Skills Development, while 19.6% provide credit offerings in the same category. Fewer individual course offerings, moreover, were noted within this area. An important segment of the participants in this category are those who pursue course offerings in adult basic education, through which many achieve literacy and advance to professional awards and even G.E.D. certificates. A more esoteric audience, the professional, may be interested in an occasional seminar on logic, mathematics, or physics, but generally may not have been challenged sufficiently by course offerings in this category to enroll in them to any extent. Where potential learners for this category do exist in certain urban areas, perhaps additional programs could be implemented in order to increase the learner's awareness of his physical environment and to stimulate his intellectual curiosity. Appropriate course offerings in this category could sharpen one's awareness of his immediate environment--of the here-and-now moments of his life--the important details that can add deeper meaning to his existence. An interested student can widen his perspectives of universal relationships and of how he fits into the wider world of matter, energy, and life through learning opportunities provided by the university.

The category, Problems and Issues in Society, accounts for 17.5% of all non-credit offerings reported, as well as 19.3% of the course programs given for credit. Although many schools with otherwise broad continuing education programs tend to avoid extensive course offerings in the category of Problems and Issues in Society, many of the program offerings appear extremely relevant, timely, and even controversial. At Washington University, for example, the Division of Professional and Community Programs has met the demand of the past decade and has become increasingly involved in encouraging university leadership to seek solutions for problems in our urban society. In studies, conferences, short courses, and seminars, these topics have been addressed: housing, air and water pollution, human relations, race relations, urban planning, the energy crisis, and international politics. Many schools, in contrast, have not yet implemented courses through which a student can examine his social environment or the dynamics of his interpersonal relationships with others. Particularly in today's society, however, it seems quite necessary for an individual to examine how he relates to others, as well as the personal needs which motivate his own behavior. The ability to understand the roles one plays and the control, or lack of control, he has over them might serve as a goal for many individuals.

The social implications of Watergate have also been reflected in course offerings of adult education. Courses in the humanities and social sciences are shifting more toward a concern with the nature of man and his demands on and of society, as observed by many educators and social scientists. This desire to review traditions and formulate basic questions about existence signified a step away from the all too prevalent alienation of recent years. Such inclinations could well be channeled into additional programs studying the need for judicial and legislative reform, health care, counseling, employment, safety, law enforcement, mental health, and other services as needed. As citizens become more familiar with local political machinery and learn how to utilize and adapt it to suit their needs, they begin to participate in its successful operations as part of a small solution to many huge problems besetting society. Specifically, colleges could provide increased educational assistance to public officials, industry, labor, and other community leaders to help them deal more effectively with community related problems. Specialized organizations, agencies, and groups could also be assisted in achieving their educational goals.

Some responsive programs offered in the field of continuing education overlap categorical distinctions on the distribution chart used previously for means of comparison, and are thus alluded to here separately. Through new efforts now reported to exist at a few of the respondent schools, the Veteran's Educational Assistance programs and the Redischarge Education programs for veterans seem destined to grow and spread if servicemen are to benefit from opportunities to pursue continuing education, particularly at the time of their discharge when they may be most in need of vocational training or programs for re-acculturation into civilian life. Furthermore, with the ending of the draft many other young men, no longer flocking to traditional universities for shelter, may desire more specialized occupational instruction at applied management and technology centers.

A second area which has flourished at many of the schools responding concerns that of continuing education opportunities for women. Most of these programs have been developed to help women evaluate their personal situations, goals, interests, values, and motivations, and to provide them information on opportunities in employment, education and creative career-related volunteering. Generally, they provide continuing education and career planning for women returning to college in order to continue or extend their education, as well as attempting to resolve general and personal problems of primary concern to women.

Some respondent institutions should be applauded for their special programs for senior citizens, such as the University of Cincinnati's Continuing Education for the Carefree Years Program. Senior Forums and Senior Celebration Days offer seminars at reduced rates where discussions include such topics as personal finance, literature, hobbies, health care, and sex after seventy. Several senior citizens, however, report participating in more academically oriented phases of a College of Lifetime Learning, at last taking advantage of an opportunity to engage in lifelong learning at a relaxed and leisurely pace.

An area which has grown tremendously during recent years involves the field of industrial and labor relations. Centers, institutes, and programs which offer courses, workshops and seminars to both business and labor are flourishing. Rutgers labor studies program receives several hundred thousand dollars each year from state appropriated money to conduct continuing education programs for labor throughout New Jersey. The Center for Human Resources at the University of

Houston conducts hundreds of short courses throughout the South for various segments of organized labor. Many institutions have gone beyond the usual continuing education programs in labor to undergraduate and graduate degree programs as well. Within the last ten years, many of the more traditional industrial relations programs have broadened in scope and include interdisciplinary approaches to labor education, manpower, and human resources.

CONCLUSIONS

The survey of urban institutions revealed that (1) 168 schools (48% of those contacted and 87% of those responding) designated specific course offerings or special programs for adults in continuing education within the urban community. (2) Of the institutions offering continuing education programs, over 82% present non-credit programs, while 50% offer courses for credit. Thus, there exists considerably more non-credit than credit offerings. Many schools offer courses on either a credit or non-credit basis. (3) In both credit and non-credit offerings, approximately one-fourth of all programs of study attract learners on the basis of their desire for skills and/or knowledge for occupational improvement. This percentage represents a higher rate of adult participation in continuing education than in any other subject area program. (4) About 22% of non-credit program offerings are in the area of personal interest, while only 15% of credit offerings fall in this category. The higher percentage in non-credit offerings is not surprising, as many leisure-time activities seem incompatible with the more formal structure of a credit course and traditional education. (5) Approximately 20% of all course offerings lie in the realm of personal life problems and demands. This participation reflects man's desire to come to terms with his biological and emotional processes--to increase his awareness of his own inner feelings and internal conditions. (6) Of the 168 schools with continuing education programs, 17.5% offer non-credit programs in intellectual skills development, while 19.6% provide credit offerings in the same category. Fewer individual course offerings, also, were noted within this area. Course offerings in this area range from basic education to advanced seminars for professionals. Where additional potential learners for this category do exist in certain urban areas, perhaps more extensive programs could be implemented to increase the learner's awareness of his physical environment and to stimulate his intellectual curiosity. (7) The category of problems and issues in society accounts for a relatively small percentage of the course offerings reported--17.5% of non-credit programs and 19.3% of courses given for credit. Although many schools with otherwise broad continuing education programs tend to avoid extensive course offerings in this category, many of the programs offered appear extremely relevant, timely, and even controversial. Yet, many schools have not implemented courses through which a student can examine his social environment or the dynamics of his interpersonal relationships with others. The success of such programs, where they have been offered, should point out the increasingly acute need in today's society for an individual to examine his personal motivations and behaviors, as well as his place in society at large. (8) Finally, many institutions are clustering programs in continuing education into interrelated and often interdisciplinary blocks such as programs for veterans, senior citizens, women, professional groups, organized labor, etc.

It is clear that there is a diversity of approaches and styles in urban institutions to meet the needs of the adult learner. This chapter was not meant to be definitive, but rather, suggestive. Its data sources were a survey by mail and visits to a large number of urban higher education institutions. One thing is clear: while there is diversity, there is, nonetheless, a growing commitment on the part of *relevant* urban institutions to respond to the adult learning society and to assume a responsibility for which they have the greatest expertise for meeting.

STATEWIDE PLANNING AND PROGRAMS FOR THE ADULT LEARNER THROUGH HIGHER EDUCATION

The current explosion in adult and continuing education finds its historical origin in federal legislation which created the national land grant program in 1862. Through the years thereafter, other federal programs enabled states to develop technical and vocational programs in order to upgrade the quality of the common man's training and bring about an understanding between the farmer and the academician.

It was not until 1965 that the national focus was sharpened on the broader aspects of community service education through Title I of the Higher Education Act. The stated purpose of this bill was that of "assisting the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, land use...," and strengthening community service programs of colleges and universities. The bill provided federal funds to be matched by state and administered through a coordinating agency for colleges and universities.

Most states have taken advantage of Title I to develop and implement continuing education and community service programs, especially in metropolitan areas. Although initially, the programs emphasized community development and vocational training, the recent trend has been toward more generalized education. The actual explosion which is bringing continuing and adult education to a position alongside that of traditional higher education results from the recognition by the states of the long-term benefits to the state, as well as to the national well-being. This realization has come about in very recent years. Only three states currently have operative plans, independent of general state plans for higher education, specifically for continuing and adult education. About a dozen other states are presently developing such plans, which should be completed by the end of 1974. Approximately another twelve states implement continuing education programs through Title I agencies without plans which distinguish continuing and adult education from traditional higher education. The remaining states seem to have no state plan for the delivery of postsecondary education programs, although there is a Title I plan or set of priorities.

Even though large differences in educational needs exist between states, there are certain approaches and attitudes which are shared by several of them. The following analysis of state's efforts is by no means definitive. Information for review was obtained primarily by contacting, by letter, the Coordinating Boards of Higher Education or their counterparts in all fifty states. Many states responded with actual state plans. Several others sent policy statements or reports of research done in their state regarding adult and continuing education. Those states which did not reply were contacted by phones. At the time of writing, Oregon and Hawaii are the only states which have not provided any information. Many states indicated that continuing education was coordinated through the Title I agency. Other states indicated that there was no statewide coordination of these programs, even though other evidence reveals that certain individual institutions within the state have well-developed lifelong learning offerings.

A tabular summary of each state's current status in adult and continuing education is presented on the following two pages. It must be mentioned that this table represents only the information available for analysis and could overlook some significant effort within a state which was either not conducted through the central agency or was not submitted to this project.

CALIFORNIA

In California, there is at present no statewide coordinated approach to continuing education despite tremendous college and university system efforts. The state legislature recently passed a bill which was signed into law October 6, 1973, establishing the California Postsecondary Education Commission and advisory committee to the commission.[9]

[9] Assembly Bill No. 770, California Legislature, 1973-74 Regular Session.

It shall be responsible for reviewing and making recommendations concerning the need for and the availability of postsecondary programs for adult and continuing education.

The Postsecondary Education Commission will function separately from the Coordinating Council for Higher Education. The Coordinating Council is currently attempting to coordinate the massive number of external degree programs sponsored by universities, colleges, and community colleges. The Postsecondary Education Commission should, therefore, be able to coordinate existing programs and administer new programs for adults wishing to continue their education, but not interested in pursuing a degree.

The Coordinating Council is midway through a project to develop a Community Educational Advisement Center, which would assist persons in making decisions about participation in postsecondary education--whether, when and where to undertake it, and how to finance it. The project will hopefully demonstrate the need for such a center to be established in a metropolitan area.

CONNECTICUT

The draft of a Master Plan for Higher Education in Connecticut was released in October, 1973. It contains recommendations and goals to be acted upon during the next five years. "The Plan reaches for the ideal--a balanced system of higher education that will fulfill every citizen's need for continuing education beyond high school."[10]

In order to approach this goal, the Commission for Higher Education recommends: (1) That the Subcommittee on Coordination and Planning, in conjunction with the Department of Education, develop better articulation between the continuing education programs offered by the colleges and those given by the high schools; (2) That the institutions in each of the six regions publish a common directory or catalog describing the continuing education courses available in all institutions within the region and indicating the transfer and degree credits that can be earned by successful completion of each course.[11]

Thirteen public and seventeen independent institutions have joined to form the Connecticut Association for Continuing Education. The activities of the association are:

1. Collection and dissemination of information relative to extension offerings of member institutions;
2. Voluntary coordination of course offerings to avoid duplication;

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[10] *Master Plan for Higher Education in Connecticut,* Preliminary draft, 1974-1979, Connecticut Commission for Higher Education, October, 1973, p. 1.

[11] Ibid, Chapter VI, p. 16.

3. Support for cooperative efforts to provide comprehensive course offerings statewide; and
4. Cooperation with other educational institutions and agencies to develop, coordinate, and strengthen extension programs.[12]

The major concern voiced in Connecticut's Master Plan is with degree or credit programs. Although one chapter discusses nontraditional approaches and the external degree the emphasis is on improving alternatives for part-time students who are desirous of receiving credit applicable toward a degree.

FLORIDA

The state plan received from Florida was the original Title I plan for 1966. Most of the program information is, therefore, outdated.

A more recent policy statement of 1973 concerning Continuing Education and Public Service in Florida is much more descriptive and innovative. Currently, continuing education is coordinated by the Committee for Continuing Education, consisting of a member of the staff of the Board of Regents and the campus directors of continuing education at institutions throughout the state. This is actually a committee under the State University System Board of Regents.

In a paper describing the statutory basis for continuing education in Florida, the legislature proclaimed that the Board of Regents shall:

1. Develop a program of continuing education under such policies, rules and regulations as the board may promulgate from time to time to ensure the continuing development of this important program;
2. Appoint a coordinator of continuing education to be responsible to the chief executive officer of the board;
3. Continue to provide off-campus education programs of high quality throughout the state where there is a demonstrated and justified need;
4. Recognize continuing education programs both on- and off-campus as a normal function of universities in the university system; and
5. Provide for a plan of continuous review and evaluation of the statewide off-campus education programs.[13]

More specifically, the Board of Regents Office is responsible for studies of the systemwide operation, long range planning and projections,

[12] Ibid, Exhibit III-5, pp. 6-7.

[13] "Continuing Education and Public Service in Florida," policy statement of the State University System of Florida, 1973, p. 11.

periodic evaluation of existing programs, and research relating to continuing education and adult learning. The coordinative efforts of the Board of Regents would also involve:

1. The responsibility for meeting with the Campus Directors for Continuing Education on a regularly scheduled basis for discussion of policies and procedures which will allow more effective and coordinated systemwide programs;
2. The responsibility to approach institutions regarding the movement of unique institutional programs across geographic boundaries and the ability to designate institutional overlap where need warrants it;
3. The approval of any credit course offerings outside of designated geographic areas as determined and those courses which have not been approved as on-campus offerings for a particular institution;
4. The responsibility for a catalytic role in interinstitutional projects both credit and non-credit in nature; and
5. Reporting to the Florida Board of Regents through the Chancellor all credit and non-credit activity in the State University System on a regularly scheduled basis.[14]

Specific responsibilities at the university level include:

1. The development of a statement of institutional philosophy, goals, and objectives and a policy and procedures manual to accompany such a statement. Such a statement should clearly define the responsibility of the campus continuing education units for: budgeting, program planning, program structure, relationships with other administrative units, criteria for non-credit offerings, etc.;
2. The development of a table of organization for each institution to include units of continuing education;
3. Autonomy of credit offerings as approved by appropriate curriculum committees and/or included in campus catalogs (other than Directed Individual Studies) in a defined geographical area, and the responsibility for reporting such to the Board of Regent's Office prior to the initiation of courses;
4. The responsibility for all publicity and promotion of both credit and non-credit programs;
5. The responsibility for the registration process;
6. The responsibility for issuance of transcripts;
7. The responsibility for library, audio-visual aids, and all other support services;

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[14] Ibid, p. 11.

8. The responsibility for generation and implementation of grant and research requests within the continuing education area; and
9. The responsibility for submitting to the Board of Regents an annual report reflecting all credit and noncredit activity and appropriate fiscal data.[15]

The University System Director for Continuing Education and the Chancellor's staff concern themselves with central planning and coordination of the statewide program. Supervisory assistance is given to the continuing education divisions of each of the state universities in order to insure that the justified needs of the state are being met, and that there is no unnecessary duplication on the part of several universities. Operationally, the continuing education program is organized in a pattern of decentralized administration with centralized accountability.

GEORGIA

All public higher education in Georgia is under the direction of the Regents of the University System of Georgia. Continuing Education falls under the category of Public Service and is administered statewide through a Vice Chancellor for Public Service. Each institution in turn has its appropriate officer.

The system utilizes the Continuing Education Unit as proposed in Standard Nine of the Southern Association of Colleges and Schools. Centralized reporting and uniform utilization of the CEU has been effected throughout the System. The commitment in the State can best be summarized by the following excerpt from the "Policy Statement on Public Service in the University System of Georgia" (no date), issued by the Regents:

> The University System has grown to twenty-seven institutions, consisting of a comprehensive system of junior colleges, senior colleges and universities. As this growth has taken place, continuing education and public service have emerged as an extension of the traditional on-campus learning process, available to adults wherever sufficient interest has been found. Individuals in all walks of life must keep themselves abreast of new knowledge and understand how it can be applied effectively in solving the many problems which they and their communities are encountering. Any system designed to achieve these objectives will be built around an aggressive continuing education program.
>
> Historically, a combination of excellent natural resources has given Georgia a good competitive economic position among its sister states. It is, however, the people of the State who

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[15] Ibid, pp. 11-12.

constitute the resource of greatest potential for future economic growth. The responsibility for developing this vast resource, largely undereducated and undertrained, lies primarily with Georgia's educational establishment. The programs of resident instruction, research, and continuing education and public service offered by the institutions of the University System provide the means by which development of these human resources can be accomplished. It is through programs of continuing education and public service, however, in cooperation with business, industry, the professions, and government at all levels, that great additional strides can be made.

Programs of public service and continuing education as these are being conducted in the University System of Georgia, cover a wide range of concerns and educational needs of individuals. They include such fields as science and technology, medicine and allied health fields, rural and urban problems, family life and nutrition, training of governmental officials, professional in-service training, the field of education, economic development, the utilization and conservation of natural resources, environmental control, to mention only a few. Institutions of higher education are becoming a major instrumentality through which our nation is attempting to deal with some of its most important and pressing problems.

The developments enumerated above are bringing into clear focus the responsibility of the University System, in not only providing the best possible educational experiences for young people, but also opportunities for continuing education for adults in all walks of life. To this end, the Board of Regents of the University System of Georgia is committed to an expanded program of continuing education within all units of the System, and to seek and provide resources necessary to accomplish the purposes explicit in carrying out this responsibility.

IDAHO

The state of Idaho supervises continuing education programs through the Division of Continuing Education within the State Board of Education. According to a report of October 10, 1973, very little coordination at the state level exists. The report recommends, "...that the best interests of the State of Idaho and the Continuing Education student would be better served through an institutional based program coordinated by an Associate Director for Continuing Education in the Office of Higher Education."[16]

[16] Report to the Idaho State Board of Education by the Division of Continuing Education, October 10, 1973, p. 15.

Under a plan of Continuing Education that would be implemented in Idaho, the State Director's role would be:

1. To establish a systematic/coordinated procedure for approving and clearing all off-campus events. This system would provide for department, school and college review of all off-campus courses, as well as approval by the State Director. The review would include content, location, duration, fiscal feasibility of the course and instructor qualifications. Development of this procedure would include uniform fee rates and fairly standardized enrollment procedures;
2. To canvass systematically the state professional groups for educational needs;
3. To conduct a statewide survey or inventory of Community Service Continuing Education policies, programs, etc.;
4. To provide some assistance in budget preparation for general extension;
5. To help develop interinstitutional grant proposals affecting Continuing Education, such as Title I--Community Service Continuing Education;
6. To provide technical assistance to State institutions on policy and procedural items related to continuing education; and
7. To eliminate duplication of effort in off-campus offerings.[17]

The report of the Division of Continuing Education also recommends that "complete subsidization of the administration of each institution's Office of Continuing Education be provided through the general fund appropriation from the State Legislature." In conclusion, the report recommends that "the current statewide program be phased out July 1, 1974, whereupon it becomes operational at the institutional level." [18]

INDIANA

Indiana has recently shown signs of moving in the direction of continuing education programming. The Commission for Higher Education voiced an interest in adult and continuing education in the second volume of their plan for postsecondary education. The Commission recommended that, "A special advisory committee with members from secondary and postsecondary institutions and from the general public

[17] Ibid, pp. 16-17.

[18] Ibid, p. 17.

be established by the Commission to study the entire area of continuing and adult education. The advisory committee should develop recommendations for the improvement of continuing and adult education programs and report its findings to the Commission by May 1, 1974."[19]

In Indiana, ten institutions have been identified as Communiversities. Others in the state have been named Extension Centers. A Communiversity is defined as:

> ...an institution deeply rooted in the economic, intellectual and cultural life of a specified geo-regional (usually urban) area of the state. The communiversity meets the educational needs of the citizens of the region by combining various attributes of a community college, a liberal arts college and a comprehensive college. Specifically, a communiversity is geographically accessible and offers occupational and general arts and sciences programs at the associate and bachelor's degree level of achievement. In some instances, it also offers professional programs at the bachelor's and master's degree levels of achievement.[20]

An Extension Center is an off-campus facility at which undergraduate, graduate, or postgraduate professional level courses are offered on a relatively permanent basis. Complete curricula are generally not available.

A recent nontraditional approach to postsecondary education in Indiana has been the Higher Education Telecommunications System. This, along with the developing programs of off-campus credit instruction, is bringing about greater interest in continuing education in Indiana.

KANSAS

Kansas has conducted most of its continuing education programs under Title I. A report by the Division of Continuing Education at the University of Kansas--An Inventory of Community Service and Continuing Education Programs in Kansas Institutions of Higher Education 1970-71--documents a multitude of community service and continuing education programs being conducted by institutions of higher education in Kansas. Most of these programs were organized by individual departments within institutions with little institutional or statewide coordination. Community service and continuing education offices accounted for only one-fourth of the outreach service programs. Of those programs reported, over one-half of the funds came from federal sources. It appears that institutional initiative has surpassed statewide planning in delivering community services and continuing education. The report gives a summary of conclusions regarding outreach instructional programs in Kansas:

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[19] *The Indiana Plan for Postsecondary Education: Phase One*, V. II, Indiana Commission for Higher Education, June 1973, p. 26.

[20] Ibid, V. II, p. 9.

> Continuing education instructional programs had a low priority within the institutions of higher education in Kansas. Minimal intrainstitutional coordination of programs or designation of overall efforts existed among Regents' institutions through the offices of Statewide Academic Extension. There was little systematic coordination and information-sharing about programs among institutions. Outreach instructional programs were primarily aimed at making institutional resources available to the public for upgrading skills and professional competencies.
>
> Outreach instructional programming showed an absence of philosophical and structural commitment to continuing education and community service. The scope of instructional programs was quite diverse in both credit and noncredit activities. Many segments of the Kansas population were not adequately served by the continuing education programs. The methods of instruction were almost entirely traditional in nature. Cooperative programs among institutions and with other organizations were being developed, and a cooperative philosophy appeared to be gaining strength. Funding for outreach instructional programs was inadequate. Most outreach instructional programs were evaluated by students. The need (demand) for outreach instructional activities was increasing and likely will continue to grow in the future. Some type of coordination of outreach instructional programs was generally thought to be desirable among the institutions of higher education in Kansas.[21]

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[21] "Inventory of Community Service and Continuing Education Programs in Kansas Institutions of Higher Education, 1970-71," issued by the Division of Continuing Education, University of Kansas, Lawrence, Kansas, December 1972, pp. 401-402.

The special report to the state education commission recommends that:

1. The role and mission of each institution be clarified regarding continuing education and community service;
2. Continuing education and community service be integrated into the bonafide structure of each institute;
3. All institutions with commitment to continuing education and community service programs establish a continuing financial support base to ensure program development and continuity;
4. On-campus coordinator(s) be established at each institution whose prime responsibilities are continuing education and community service;
5. A continuing education/community service faculty and staff reward system be implemented which is comparable to that of the other regular on-campus faculty and staff;
6. A system of record keeping procedures be adopted to facilitate coordination of resources and reporting;
7. The development of programs be based upon surveyed community needs;
8. Various methods of instruction be examined for their appropriateness to the needs of adult learners;
9. A comprehensive systematic evaluation procedure be established based on program objectives; and
10. An organization of Kansas institutions of higher education be developed to foster community service/continuing education coordination.[22]

MASSACHUSETTS

An effort is being made in Massachusetts at the present time to develop a plan for the "alternative postsecondary education system." A summary report and recommendations by the University Consultants Inc. for the Massachusetts Advisory Council on Education lays the groundwork for such a plan.

The first recommendation of the report emphasizes the importance of nontraditional postsecondary education:

> The Commonwealth should recognize that: it has a valuable educational resource in the existing system of continuing and part-time postsecondary education; that this particular system's characteristics are more suited to adult population needs and more consistent with recommended contemporary educational reform than the

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[22] Ibid,pp. 404-406.

> traditional full-time-day-higher education system; and that therefore the autonomy and independence of continuing and part-time education should be strengthened so that it may be less subordinated to the regular day program on any campus and truly become an alternative postsecondary education system for adults.[23]

Coordination of this system at the state level is proposed to be accomplished by a Deputy or Vice Chancellor within the Board of Higher Education or the suggested Board of Postsecondary Education.

In order to coordinate the alternative system on a regional basis, the report recommends that voluntary Service Area Planning Boards (SAPB) be established in thirteen geographic areas. Each SAPB should create a series of working committees consisting of representatives of the business community, the industrial community, professional associations, and the community agencies in order to implement its purposes. The functions of the SAPB's would be:

1. To review programs and course offerings in the service area;
2. To provide a forum for communication among staff at various member institutions;
3. To perform needs and opportunities analysis and enhance communication between the institutions and the community at large;
4. To publicize the offerings of all member institutions in a quarterly periodical;
5. To maximize the exposure to part-time and continuing educational opportunities of groups not well-served by the current system;
6. To provide academic and vocational counseling services to prospective students;
7. To operate cooperative area Educational Opportunity Centers;
8. To encourage cooperative interinstitutional planning and articulation of career ladders and programs;
9. To facilitate the structure and arrangement of joint special offerings such as the use of educational technology or the use of special resources;
10. To operate the proposed learning centers of the proposed Massachusetts Open University;
11. To review satellite teaching centers and/or branch campuses operating or proposed within the service area;

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[23] *Strengthening the Alternative Postsecondary Education System:* Continuing and Part-time Study in Massachusetts. V.I., report by University Consultants, Inc., George Nolf:, study director, for the Massachusetts Advisory Council on Education, p. 4.

12. To advise State Officials regarding the location and openings of new campus facilities; and
13. To assist the Statewide Board of Higher Education in administering the specific clientele group vouchers recommended in the finance section.[24]

These SAPBs would be funded by matching grants. The formula proposed is 75% State-matching to 25% member-institution contributions. The grant program would be administered through the Board of Higher Education. It was recommended that, initially, the minimum state funding should be $300,000 in FY 1974 and $500,000 in FY 1975.[25]

The overall report, from which a state plan will be written, is, without doubt, the best and most thorough analysis of the needs and potentials of a state for implementing a lifelong learning system. The report is in two volumes: volume one includes the summary report and recommendations, while volume two contains the technical report, including detailed facts, figures, and descriptive prose.

MICHIGAN

In July, 1973, the State Advisory Council for Adult and Continuing Education submitted a position paper which describes the proposed role of the Board of Education in coordinating educational services to adults in Michigan. The Council recommends that continuing education programs be coordinated initially in three planning regions: one urban, one middle-city, and one rural. They also asked that the state legislature appropriate $750,000 for establishing these centers.[26]

The regional centers shall:

1. Designate a regional agent for purposes of planning and coordinating adult continuing education services in the region. Local school districts, intermediate school districts, community colleges, public baccalaureate institutions, or a regional consortium unit shall be eligible for designation as the regional agent, under applicable rules promulgated by the State Board of Education. An agency that "does not offer adult programs" might also be considered for designation; and

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[24] Ibid, pp. 86-90.

[25] Ibid, p. 78.

[26] *Planning in Terms of Providing Statewide Non-Collegiate Services*, position paper by the Division of Adult and Continuing Education Services to the Michigan Department of Education, July 1973, p. 19.

2. Submit a comprehensive plan for servicing eligible adults based upon performance objectives, needs assessment, utilization of all existing public and private delivery systems, and measurable indications of outcome pursuant to guidelines to be promulgated by the State Board of Education.[27]

The regional plan shall also include mechanisms for provision of counseling and guidance of adults; provision for the resolution of regional, rural, and urban problems; and tuition grants for adults to participate in programs which meet their needs.

The Advisory Council has identified four major goals to be realized in order to fulfill the needs for adult and continuing education in Michigan:

1. To make available through a multitude of delivery systems the opportunity for every adult citizen of Michigan to attain the essential basic education skills necessary to prepare such persons for full and responsible participation in society;
2. To make available to every adult citizen of Michigan the opportunity for attaining a high school diploma or its equivalency;
3. To make opportunities available to every adult citizen in Michigan to develop performance level vocational and technical skills needed in the current and projected labor market, for employability and desires; and
4. To make available to every adult citizen of Michigan who is not otherwise regularly enrolled in a post-secondary institution, the opportunity of fulfilling his needs or aspirations for education through a statewide off-campus noncollegiate continuing education program.[28]

The proposed implementation of Adult and Continuing Education Services includes the concept of a delivery service area, which is merely a region of the state. This would be the main level for coordination of continuing education efforts. Coordination of the many and varied segments of education is stressed as being essential to effective delivery of continuing education. These segments would include private institutions, secondary area vocational centers, and community service organizations, as well as, traditional postsecondary facilities.

The Michigan plan would go beyond simple organization and delivery methods in describing needed supportive services which would facilitate participation in adult and continuing education programs. The services which are suggested are as follows:

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[27] Ibid, p. 23.

[28] Ibid, pp. 9-12.

1. A statewide system of adult education staff development for training those professionals and paraprofessionals who plan to work with adults;
2. A development or expansion of day care facilities as a support for adults enrolled in educational or training programs;
3. An adequate transportation system for adults enrolling in education or training programs. This could include a combination of transportation refunds, as well as provisions for the secondary systems current transportation network to be expanded to include adult enrollees during the day or evening hours;
4. A development of a series of adult curriculum materials which are specifically geared to the world of adult work;
5. A system of research geared to identify the adult population trends and projected needs in advance of their actual occurrence so that programs of adult education and training could be accordingly planned in advance;
6. A health service concerned with the identification of those adults who are not able to effectively function in an educational or training situation due to mental or physical handicaps and which has the capability of providing corrective services insofar as possible;
7. A plan for a system of mobile units or itinerant adult education teachers to serve the delivery system centers. These mobile units would include both media and curricular services pertinent to education and work training; and
8. A system of financial support for those individuals enrolled in educational or training programs who do not have a means of individual or family support available to them. This could be in the form of stipends, tuition plus stipends, or any method which would assure continuity of training.[29]

NEW JERSEY

The most recent survey describing part-time education in New Jersey was conducted in 1968. It is possible to make some conclusions from this study to appraise the status of continuing education in 1968. Approximately 12,000 part-time students enrolled in noncredit courses that year. Almost 90% attended public rather than private institutions.[30]

[29] Ibid, pp. 17-18.

[30] *Part-Time Education in the State of New Jersey*, New Jersey Department of Higher Education, August, 1969, p. 19.

Other results of the survey reveal that only 42% of the institutions had more liberal admission requirements for part-time undergraduate degree credit and nondegree credit students than for traditional undergraduate students. Sixty-seven percent (67%) of the institutions report having part-time curriculum equivalent to that of the traditional daytime division. Of those schools offering non-credit courses, over fifty percent (50%) have no admission requirements except for assumed interest in the course material.[31]

It was learned that faculty compensation for noncredit courses was slightly less than for regular credit courses. This ranged from almost no difference at the minimum reward level to as much as $50 difference at maximum reward per course.[32] Fewer than half of the institutions had separate administrative units for part-time noncredit programs. The vast majority of cases found no separate staffing for noncredit programs.[33]

Although this study, published in 1969, shows much need for improvement in adult and continuing education planning, it seems that New Jersey was ahead of its time in increasing the options for nontraditional postsecondary education. At present, though under review by the State, noncredit programs in University Extension are reported to the State in terms of equivalent credit hours (800 clock minutes of instruction) and the Universities are funded on the total reported equivalent credit hours.[34]

NEW YORK

In the New York Statewide Plan for the Development of Post-secondary Education, 1972, continuing education is viewed in two dimensions--education for making a living and education for making a life. Examples of the approach New York has taken in coordinating education for making a life are the occupational education program which is conducted by the public schools and Boards of Cooperative Educational Services (BOCES) and the nondegree programs conducted by 2-year public colleges and, more recently, by the urban centers.

Another aspect of the state's interest in the coordination of noncollegiate postsecondary occupational education is the legislation which became effective in July, 1973. This new legislation requires the licensing of private occupational, business, and correspondence schools, which previously were not required to register. The new sections of the Education Law, "...place all schools, so licensed or registered, under the jurisdiction of the State Education Department; the added Sections 5003 and 5004 deal with private school standards and personnel certification, respectively."[35]

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[31] Ibid, p. 20.

[32] Ibid, p. 22.

[33] Ibid, p. 25.

[34] Personal conversation with Officials at Rutgers, The State University of New Jersey, December 11, 1973.

Educational programs for making a life are also provided in New York State. Some examples of programs are:

1. Public Life - civic affairs, Americanization;
2. Family Life - home economics, parent education;
3. Richer Life - general academic cultural, business, health, and safety.

The Board of Regents, in recognizing the indispensable contribution of noncollegiate postsecondary educational resources in developing a truly comprehensive system of education beyond high school, recommended that:

1. Postsecondary educational programs be evaluated on their own merits, regardless of the type of institution offering them;
2. Planning arrangements, both statewide and regional, involve the active participation of the noncollegiate sector;
3. Student financial provisions be provided for adults who wish to continue their education beyond high school;
4. Students be permitted the choice of applying financial assistance to any postsecondary educational programs in the State, including noncollegiate programs, according to their own needs and interests;
5. A comprehensive management information system be developed, generating compatible data on the current and anticipated status of all education beyond high school in the State concerning programs, enrollment and graduates, facilities and capacity, faculty, and finances;
6. Collegiate and noncollegiate institutions establish cooperative relationships with each other for their mutual benefit and for the benefit of students in choosing among branches and styles of study;
7. Collegiate and noncollegiate institutions establish cooperative relationships with each other and the world of work for their mutual benefit and for the benefit of students in choosing combinations of study and work activities; and
8. Formal borderlines between collegiate and noncollegiate postsecondary education be erased through the development of a comprehensive system of postsecondary education that involves no distinction in status.[36]

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[35] *Education Beyond High School*, The New York Board of Regents Statewide Plan for the Development of Postsecondary Education, November 1972, p. 231.

[36] Ibid, pp. 247-248.

The Regents recommend that State University consider devising a system of budget building which uses a full-time equivalent measure (FTE) plus a sliding scale based on unduplicated head count in continuing education programs.

The Regents propose that the State Education Department cooperate in the establishment of a regional examining center in the northeast portion of the country to serve as a "credit-bank" for those who have studied in whole or in part by nontraditional means. The center would be a clearinghouse and evaluation center for the many different types of learning experiences. This is one of the several steps suggested which would help make postsecondary education accessible to more persons. Also mentioned is the concept of a "bridge" program which would allow qualified high school students to enter college after the 11th grade and complete the requirements for a high school diploma while in college.

Several recommendations which were adopted by the Board of Regents in the state plan for Education Beyond High School are concerned specifically with the concept for lifelong learning. One recommendation of this nature states, "An experimental 'contract for continued learning' arrangement will be introduced through which a student, upon graduation, may develop a plan for continued learning through his work-career period, working in close consultation with a faculty mentor."[37] As another example, "...an 'educare' program will be developed in which an educational program for retirees will be offered on campus and in retirement homes and other places of easy access. Such a program will seek to overcome the financial and procedural barriers which often make continued learning during the later years inaccessible to many retired citizens."[38]

OHIO

There is no state plan for continuing education in Ohio, but a special report of the Board of Regents Master Plan Review Committee on Public Service describes many activities in this field.[39] They estimate that approximately one quarter of a million people participate in publicly supported continuing education efforts. The main thrust of participation is by publicly supported colleges and universities where over twelve thousand four hundred full-time equivalent students are involved.

[37] Ibid, p. 257.

[38] Ibid, p. 258.

[39] *University Public Service*, Report of the Ohio Board of Regents Master Plan Review Committee on Public Service, June 1970, p. 43.

The individual institutions in Ohio implement their own continuing education programs. There is no coordination of agencies or universities in providing postsecondary continuing education, although the Review Committee recommended statewide coordination in 1970.

PENNSYLVANIA

The Master Plan for Higher Education in Pennsylvania for 1971 proposed that a separate standing committee be established at the state level to coordinate continuing education. It further suggested that coordinating councils be established at the regional level, composed of representatives of both basic and higher educations appointed by the Secretary of Education.

The responsibilities of each coordinating council should include at least the following: evaluating the effectiveness of State Board of Education policies concerning continuing education, assessing the strengths and weaknesses of the regional continuing education program, and proposing needed new programs for the appropriate institutions.[40]

The plan also encourages financial support in the form of categorical aid from state and local funds, particularly for those noncredit and community service programs directed towards the needs of the commonwealth of Pennsylvania.

RHODE ISLAND

Rhode Island's commitment to continuing education has recently become quite extensive and well developed. As of April, 1972, the Coordinating Council on Continuing Education began planning for statewide emphasis on continuing education. The Council, appointed by the Board of Regents, will function under the newly created Division of Continuing Education within the Department of Education and shall advise in the following areas:

1. Identifying current community and societal problems with which an adult education program should be concerned;
2. Establishing priorities among the various needs, interests, and problems;
3. Formulating short-run and long-range goals;
4. Contributing fresh and creative ideas to program planning;
5. Providing linkages to target populations, institutions, and community agencies; and

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[40] The Master Plan for Higher Education in Pennsylvania, Prepared by the Pennsylvania Board of Education, December 1971, p. 26.

6. Interpreting the continuing education programs to the general public.[41]

In February, 1973, the Department of Education presented a working document, "Toward a Master Plan in Continuing Education," which is to evolve into a more specific and operational set of guidelines and policies over a five-year developmental process.

As described in the plan, the Division of Continuing Education is responsible for the following:

A. Coordination

1. Building linkages among all possible agencies now involved in continuing education;
2. Developing cooperative arrangements among public educational institutions;
3. Encouraging cooperation between public and private educational agencies;
4. Making use of all community resources and agencies that provide education; and
5. Recommend eliminating unnecessary or unwarranted duplication.

B. Planning

1. Formulate both long and short range plans for continuing education;
2. Establish priorities in cooperation with industry and business, labor, consumers, and educational institutions;
3. Evaluate new and existing programs for continuing education; and
4. Coordinate a continuing program of study and research in a search for more effective and efficient forms of adult education.

C. Support

1. Provide advisory services and technical assistance to schools and colleges as they conduct continuing education programs;
2. Provide for guidance and referral service to students of adult education; and
3. Maintain a clearinghouse.

[41] *Toward A Master Plan in Continuing Education*, Rhode Island Department of Education, V. II, Appendix B, February 1973, p. 25.

D. Promotion
1. Stimulate widespread citizen interest in and support for continuing education;
2. Disseminate information to the public about continuing education;
3. Prepare literature explaining continuing education and its programs; and
4. Encourage local communities to provide residents with the opportunity to obtain basic knowledge and skills and the concommitant credentials.

E. Leadership
1. Encourage the development of new options by granting credit and/or certification for work experience, accrediting community programs and resources as providers of experiential options; and establishing external degree programs;
2. Initiate experimental programs;
3. Identify special populations who are not being adequately served by existing programs;
4. Encourage schools and colleges to introduce innovative and experimental approaches; and
5. Encourage business and industry to institute programs and to explore the possibilities that business and industry establish a pool (of donated funds) to be used to share resources in training their employees.[42]

An efficient method to develop comprehensive continuing education programs according to the Rhode Island plan is to build on or reform existing resources rather than create new ones. A second principle would be to define *resources* very broadly to include the *open sector* or private and community sponsored educational activities.

It was also proposed by the Department of Education that a facility be developed which would provide a community based focal point for educational services in Rhode Island. This would be called a Unicenter.[43] Its primary aim would be to serve the needs of low-income and minority individuals; however, it would be available to all persons motivated to pursue any form of postsecondary education.

[42] Ibid, Appendix B, pp. 22-24.

[43] Ibid, Appendix D, pp. 1-7.

In order for this concept to work, there must be coordination of all education segments within the community. Rhode Island recognizes the important contribution of private institutions and proprietary schools, and states in the Master Plan, "Coordination should permit and encourage participation by private educational institutions and the open sector."[44]

SOUTH CAROLINA

The South Carolina Commission on Higher Education has approved several recommendations contained in the January, 1972, report entitled *Goals for Higher Education to 1980*. The Commission set as a long-range objective the formal organization of a state-level, degree granting program similar to the People's College concent which has been developed by the Committee on Continuing Education. The People's College was to have been a Continuing Education System throughout the state.

The Commission has also added a full-time staff member to coordinate continuing education. There is strong emphasis upon the need for coordination of continuing education, but little description of actual implementation.

VIRGINIA

In Virginia, the Continuing Education Advisory Committee is responsible to the State Council of Higher Education for coordinating continuing education activities. Also, as a result of legislative action in 1972, a Regional Consortia for Continuing Higher Education was created.[45]

The legislation also states that the State Council of Higher Education for Virginia shall coordinate the noncredit offerings of all state controlled institutions. It is also emphasized that the Continuing Education Unit (CEU) be recognized as a method of rewarding work done by a participant in such programs.

In the draft of Virginia's Plan for Higher Education, it is noted that,"...continuing education programs in the past have been operated largely on a self-sustaining basis. This, in part, has accounted for the second-class status of continuing education or extension activities and is a major reason why full degree programs have never developed.

[44] Ibid, V. I, p. 76.

[45] Senate Joint Resolutions Numbers 44 and 67 Virginia State Legislature, February 1972.

In the future, it will be necessary to view these programs as equals in every respect to on-campus resident courses and programs.[46]

As stated by the Council:

> The objective of this plan shall be to provide adequate opportunities for the continuing education of the adult population of the Commonwealth with maximum economy compatible with the maintenance of quality and with optimum utilization of the facilities and the expertise of various state-supported institutions of higher education. It shall be understood that adequate opportunities must include appropriate credit and degree programs at both the undergraduate and graduate levels as well as a broad selection of noncredit programs.[47]

SUMMARY

Several of the states described above have moved in similar directions to expand their system of postsecondary education. Maintaining an office at the state level appears to be the most common existing or proposed organizational method in those states which have taken steps to strengthen their nontraditional postsecondary education system. This is usually done through a special division either separate from or within the state agency for higher education.

Such an office functions as a clearinghouse for programs across the state and assumes a leadership role in publicizing and developing individual and state interest in lifelong learning. It is not directly involved in program implementation or administration. A state office could also serve as a logical place for accumulating relevant legislative information and more important, policies regarding certification or professional licensing which influence the need for and provisions of lifelong learning.

In most cases, the committee or department would be within the already existing state agency. Where the commission is autonomous, there is close cooperation between the different divisions. Examples of those independent branches are the Postsecondary Education Commission of California and the Advisory Council for Adult and Continuing Education in Michigan. Pennsylvania's master plan proposes that a separate standing committee be established at the state level, but does not give it a name. Those states which place the continuing education division under the higher education department of the state most notably include: California, Connecticut, Florida, Georgia, Idaho, Indiana, Kansas,

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[46] *The Virginia Plan for Higher Education,* 1972-1982 (draft), State Council for Higher Education for Virginia, June 1973, p. 2.

[47] Ibid, V. I, p. 76.

Massachusetts, Michigan, New York, Rhode Island, South Carolina, and Virginia.

The major obstacles confronting a comprehensive postsecondary education system have been identified by nearly all states as a lack of cooperation and coordination. Most of the states which are innovative in continuing education concede that it is impractical, if not impossible, to implement and administer programs from the state level. Several states have proposed that regional centers be established. States which specifically describe such centers include: California, Connecticut, Florida, Indiana, Massachusetts, Michigan, New York, Pennsylvania, Rhode Island, and Virginia. The function of these centers would be to help increase the efficiency of postsecondary education by eliminating overlapping programs and to facilitate cooperation among the multitude of educational resources to be found within a community.

The Unicenter, for example, which is proposed in Rhode Island, will bring together the community based agencies that serve Black, Latin-American, low-income, and other minority individuals and families, as well as providing educational information for the general public. California is also in the process of establishing a Community Educational Advisement Center, which would assist the "new clientele" and others in making decisions about participation in postsecondary education.

A position paper of the Michigan Advisory Council for Adult and Continuing Education recommended that three planning regions be established in the state--one urban, one middle-city, and one rural. The Council also asked that the state legislature appropriate $750,000 for establishing these centers.[48]

Another method of increasing opportunities for participation is the consortium approach taken in many states. Through consortial arrangements, institutions have been able to come to grips with the educational aspects of the problems of time and space. The rationale for consortiums is explained concisely in *Patterns for Lifelong Learning:*

> *Almost all institutions of higher learning and a vast variety of noncollegiate institutions offer some type of continuing education programs. No one institution can do everything, but each should affirm which part of the total responsibility it will assume. Ideally, institutional cooperation will replace competition and unnecessary dupli-*

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[48] "Planning in Terms of Providing Statewide Non-Collegiate Services," position paper by the Division of Adult and Continuing Education Services to the Michigan Department of Education, July 1973, p. 19.

> *cation among programs. It is not unusual--indeed it is common--for several universities to offer similar continuing education programs in most of the larger towns and cities of the nation. Add to these the extensive programs offered by business and industry, profession and community groups, and the apparent duplication of effort becomes even more pronounced. Much more could be accomplished locally, regionally, and nationally by a serious combination of resources and by a collaboration of those agencies concerned with continuing education.*[49]

The State University System of Florida's continuing education program is organized in a pattern of decentralized administration with centralized accountability. This occurs by dividing the state into regions determined by the location of state universities.

> *Each of Florida's seven state universities is responsible for servicing a determined geographic region of the state and may offer, within its region and without prior approval from the University System's Continuing Education office, any credit courses which have been approved by the university for on-campus instruction. A university may also offer credit courses outside of its region after appropriate clearance with the University System's Office for Continuing Education. Universities which have capabilities in specialized or unique areas not available in any other state university, may, with the permission of the University System Office for Continuing Education, offer their course(s) in any part of the state. An official listing of its specialized or unique courses and programs is normally prepared for each university at the beginning of every academic year. A university has complete operational autonomy for its noncredit short courses, seminars, and symposiums. No prior approval is needed for these activities, although universities are asked to report all such activity, in advance, to the University System Office for Continuing Education.*[50]

[49] *Patterns for Lifelong Learning,* Theodore M. Hesburgh, Paul A. Miller, Clifton R. Wharton, Jr., San Francisco, 1973, p. 21.

[50] Policy Statement, Florida University System, regarding Community Service and Continuing Education, 1973, p. 73.

In order for an interinstitutional arrangement to operate effectively and contribute significantly to lifelong learning, the importance of education now being provided by the private segment of society must also be recognized. This segment, which includes private universities along with proprietary schools, business, industry, and even community organizations, is often called the educational "periphery" or "open-sector." Acceptance of the open-sector has only recently come about in the field of education.

Efforts are underway in several states to give equal status to education obtained from these nontraditional sources. New York, for example, recommends in their state plan that "Formal borderlines between collegiate and noncollegiate postsecondary education be erased through the development of a comprehensive system of postsecondary education that involves no distinction in status."[51]

A report of September 1973 for the Massachusetts Advisory Council on Education explains the changing status:

> *National trends indicate a rate of increase of proprietary school enrollments over the last decade which is twice the rate of increase in degree-granting institutions. Further, federal policies are changing such that student aid funds go to proprietary institutions. (In Indiana, for example, financial aid programs available to students at proprietary institutions nearly parallel those available at public and independent institutions) Accreditation and degree-granting criteria are changing such that proprietary institutions will be included. Finally, contracts with proprietary institutions have been undertaken in some instances in Massachusetts in the area of occupational education and they have been recommended in Delaware, Indiana, and elsewhere.*[52]

The trends are particularly significant in urban areas because of the increasing level of education required for job mobility and the rapidity of change in technique and technology calling for continual updating of knowledge and skills. With the recognition and development of nontraditional means of acquiring relatively low-cost postsecondary education, opportunities for advancement are more desirable and accessible.

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[51] *Education Beyond High School*, p. 364.

[52] *Strengthening the Alternative Postsecondary Education System*, p. 121.

A similar problem concerning acceptance of nontraditional educational offerings at formal degree-granting institutions has been raised in several state plans, as well as in much related literature.

Although continuing and adult education has established itself as a segment of education, it is still forced to take a back seat to formal higher education. The well-established traditional system of higher education has been reluctant to recognize adult and continuing education as its equal in areas of student charges, course offerings, and financial aid. If lifelong learning is to become a reality, the inequities which penalize a person for dropping-out of school or attempting to relearn or retrain must be eliminated. In the past, the continuing education departments of too many institutions consisted mainly of "overtime teachers" using warmed-over lectures. The students were necessarily those of relatively higher incomes due to an unavailability of financial assistance.

The problem of inequality has been addressed in the education plans of several states. A study conducted for the Colorado Commission on Higher Education by the Academy for Educational Development expresses a need to place more emphasis on extension work. It is recommended that both on-campus and off-campus courses be equalized and that extension programs be made a part of the state general fund budget. In noting that institutions will have to adapt to meet the needs of "second chance" students and those seeking to equip themselves for new careers the study recommends that:

> *All institutions offering outreach programs should devise noncredit skills and refresher courses to help prepare students who have been away from formal education for some years to resume their studies.*[53]

The state plans of Rhode Island, Florida, California, and Virginia encourage the equalization of nondegree continuing education programs. In Rhode Island, for example, the proposed Master Plan for Continuing Education recommends that:

> *The Board of Regents should consider making it official policy that all citizens of Rhode Island are entitled to education on similar financial terms and that measures should be taken to remedy present inequities where they exist in public institutions in relation to adults.*[54]

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[53] "Outreach and Occupational Education in Colorado", study by Academy for Educational Development for the Colorado Commission on Higher Education, September 1972, p. 20.

[54] *Toward a Master Plan in Continuing Education*, p. 88.

California's State Plan of 1972 advocates that extension courses or off-campus degree credit work should not differ from the traditional on-campus credit work as far as charges to the student are involved. With regard to community colleges, the plan recommends that:

> *The California Community Colleges, to which all high school graduates are qualified for admission, should continue to remain tuition-free. In this connection, it is also recommended that the existing limitation of State funding for community college students over 21 years of age be removed and that all students, regardless of age, part-time and full-time, following graded programs on any day or night of the week, be funded on an equal basis and that a system of financing should be developed that takes into account local resources for funding quality programs.*[55]

This same sentiment for raising continuing education to the same level and status is expressed in the draft of *The Virginia Plan for Higher Education, 1972-1982*. The appeal is that:

> *In the future it will be necessary to view these programs (continuing education and extension activities) as equals in every respect to on-campus resident courses and programs. Consistent funding for off-campus programs will have to be provided and this second-class stigma will have to be erased. The distinction between on-campus and off-campus courses will need to disappear.*[56]

The policy statement on extension and continuing education programs in Florida has the most direct and unqualified stand on equality of credit courses. As the Board of Regents proclaims, "Unless a university is prepared to accept credits earned in its courses offered away from its campus, it shall not offer such courses."[57]

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[55] *The California Master Plan for Higher Education in the Seventies and Beyond*, Report and Recommendations of the Select Committee on the Master Plan for Higher Education to the Coordinating Council for Higher Education, November 1972, p. 49.

[56] *The Virginia Plan for Higher Education, 1972-1982*, pp. 11-12.

Once the problem of equalizing the value of nontraditional approaches to lifelong education has been resolved, another barrier confronting the process of continuing education arises. The question posed is, How should lifelong education be financed?

Currently, most programs must be operated at the local level on a self-sustaining basis with students providing not only instructional costs, but administrative costs as well. This results in only part-time commitment on the part of administrators. An inventory of community service and continuing education programs which was conducted in Kansas in 1972 supports these findings. It was revealed that two-thirds of the administrators of outreach services and/or community development services and projects estimated that 30% or less of their time was assigned to outreach activities; one-fourth of these indicated that zero percent of their time was assigned. Almost half estimated that they spent 10 or fewer hours per week on outreach service activities. During a calendar or fiscal year, 42% of the program administrators spent 10 or less percent of their total time on outreach service activities; 12% spent 61 or more percent.[58]

If student fees are used to maintain a full-time administrative staff by reducing instructional expenditures, the university finds itself unable to develop an adequate faculty for a good continuing education program. In many instances, the faculty members of continuing education offerings do not receive additional compensation for their time, especially if the program is located on campus. It was found that in Kansas only about one-fourth of the faculty who participated in outreach services received additional compensation. The main type of reward received was recognition. Since most faculty members are involved to the limit in regular credit programs, the incentive does not appear very great to participate in continuing education courses. Given a tight budget and a shortage of faculty, and trying to maintain a self-sustaining program, the institution is then forced to set higher enrollment criteria per course, as well as higher tuition and fees. A cycle is thereby created, effecting disastrous results upon lifelong education. An example of this can be seen in Florida, where it is noted that in many instances the universities are forced to cancel teacher education courses that are requested by rural counties which often need them most. According to a recent survey in Florida, many of the smaller professional associations in the state have been forced to look outside of the university system, and in some cases, outside of the state, in order to meet their needs for professional continuing education.

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[57] "Continuing Education and Public Service in Florida," p. 13.

[58] "An Inventory of Community Service and Continuing Education...," p. 383

Fortunately, some states have recognized this problem and have taken action to intervene in the cycle. In October, 1973, a report by the Division of Continuing Education to the Idaho State Board of Education recommends that "...complete subsidization of the administration of each institution's office of Continuing Education be provided through the general fund appropriation from the State Legislature."[59] The California State Plan recommends that nondegree work be supported for the time being primarily by participants. It continues, however, that the public service value of such education should be recognized. Such recognition should be formalized by the State through funding the administration of these and other programs that are in the State's interest. The California plan also suggests that the state's share of community college financing should be increased to 50% at the earliest possible date.[60]

In Pennsylvania's Master Plan, an appeal is made for continued financial support of postsecondary continuing education in this manner:

> *Even if federal funding continues to be a major element in the support of continuing education programs, such activities in all Commonwealth institutions should receive additional support in the form of categorical aid from state and local funds, particularly for those non-credit and community service programs directed towards the needs of the Commonwealth.*[61]

In Massachusetts, there are four models for financing continuing education programs which have developed under the legislative provision that the public institutions may conduct these programs only if there is no cost to the Commonwealth. These are the trust fund approach, the revolving fund approach, the spending limit approach, and the extended-day funded approach.[62]

[59] Report to the Idaho State Board of Education, p. 17.

[60] *The California Master Plan,* p. 73.

[61] *The Master Plan for Higher Education in Pennsylvania*, p. 26

[62] *Strengthening the Alternative Postsecondary Education System*, V. I., pp. 50-51.

The trust fund operation gives the continuing education division nearly complete control over its funds. This, along with slightly higher fees, enables the division to expend more money on staff and to operate in an entrepreneurial fashion, since the income-expenditure process does not involve the State, but instead a local bank (subject to State audit).

The revolving fund account retains most of the discretion of a trust fund, but restricts the accumulation of funds, and does not involve the State directly in the income expenditure process.

Another model, the spending limit model, places a legislated limit on the amount of spending from the continuing education account. This allows State funds to be expended up to that limit, but all revenues must go back to the State. Revenues must not exceed the amount spent. The State Colleges in Massachusetts also have a procedure whereby 10% of the continuing education receipts are allocated to the State College System central office to be expended for three purposes: part for a "bailout" fund to assist small or new programs operating below breakeven; part as a fund to perform research and fund projects in continuing education; part as a fund to support work for the Board of Trustees.

According to the extended day principle, regular budget day classes are opened to part-time students and offered at some hours more convenient to part-time students. Hence, the flexibility and responsiveness of a separate continuing education division is sacrificed for the ability to have part-time study funded by the State.

Although these four models of financing continuing education programs are currently in use in Massachusetts, a special report for the Advisory Council on Education recommends several other possibilities. To aid the disadvantaged student, a voucher system was suggested. A tax credit policy for employers was discussed to encourage business and industry to help support lifelong learning. On the regional level, a matching grant program was proposed to help coordinate and initiate continuing education programs.

A few states have provided estimates and projections for the degree of participation in adult and continuing education. In some cases, these projections are for specific programs as opposed to the broad range of offerings from any type of learning source.

It should also be mentioned that these estimates are generally for noncredit courses and programs. This is a very conservative estimate of the total participation in lifelong learning as broadly defined. It is expected that many persons enroll in programs for credit for the simple reason that noncredit offerings of their interest are not available.

New York reports that 82,350 persons were served in nondegree adult occupational education programs during the 1970-71 school year.[63] Estimates of those adults enrolled in general education courses, or courses for "making a life" are broken into three categories:[64]

Public life	19,000
Family life	58,000
Richer life	237,000
Total	314,000

Florida projects that the State University System noncredit enrollment through the year 1980 will be:[65]

1972-74	126,250
1974-76	138,300
1976-78	153,600
1978-80	174,400

Rhode Island estimates that the Cooperative Extension program reaches about 60,000 persons each year. They further estimate that up to 35,000 members of the work force may participate in some form of continuing education or training sponsored by the company. Education offered by public agencies was estimated to include "...service training for some 15,000 public officers or workers, vocational training for some 5,500 disadvantaged persons, home and family life programs to help alleviate the effects of poverty for an estimated 38,000 citizens, and general information programs for an uncounted number of the public at large."[66]

Idaho mentions, in a report from the Division of Continuing Education to the Idaho State Board of Education, that noncredit

[63] *Education Beyond High School*, p. 226.

[64] Ibid, pp. 236-240.

[65] Policy Statement, Florida University System, p. 75.

[66] *Toward a Master Plan in Continuing Education*, V.I., pp. 54-56.

enrollment in postsecondary education increased by one-third from 1971-72 academic year to 1972-73.[67]

New Jersey, in 1969, projected noncredit postsecondary education enrollment. Based upon these projections, New Jersey had about 45,000 students enrolled in noncredit courses in 1969.[68] The projections through 1975 are:

1970	46,846	1973	57,845
1971	51,002	1974	61,270
1972	54,617	1975	68,104

Ohio's Board of Regents estimated in 1970 that about 250,000 people participated in publicly supported institutions in Ohio. More than 12,400 full-time equivalent students comprise this category. Other continuing education organizations are concerned mainly with noncredit courses and conference work attracting about 4,500 full-time equivalent students.[69]

Massachusetts reports that in the fall of 1972, 110,270 persons were enrolled in continuing and part-time programs in the major degree-granting institutions. Most of these enrollments, 90,931, were in continuing education or evening divisions as separate from part-time study in full-time programs.[70]

Although the above general description of what appears to be the national trend in the development of lifelong learning programs is revealing, a better perspective into the operational aspects may be seen by considering what individual states have done to promote continuing and adult education. In the previous descriptions, the emphasis was placed upon the form of coordination and responsibilities given to the important levels of organization. In several instances, specific recommendations of boards of regents, advisory councils, or special committees were quoted to underline the need for a comprehensive lifelong learning system.

CONCLUSIONS

Reviewing the efforts of many states in developing an operational statewide plan for lifelong learning has led to several revealing conclusions: (1) It was found that nearly all of the states acknowledged increasing interest and participation in continuing and adult education. Although several of the states contacted indicated that there was no official statewide coordination of continuing and adult education programs, most of them expressed the feeling that the need for coordination existed, and that some initial steps toward this goal had been taken. Among those states which have implemented or proposed lifelong learning systems, statewide organization is being accomplished most frequently through the establishment of a coordinating office at the state level, usually as a division of the agency for higher education. One thing is clear--most statewide efforts in this field are either undergoing drastic revision to meet the new trend of the adult learning society, or they are in the planning, or study stages. It is generally agreed that a state plan is critical to the success of a coordinated, efficient and accountable approach to publicly supported adult lifelong learning activity. (2) Regional centers have proven to be extermely effective in coordinating the educational resources in a particular area. They also function as an information bank to collect program data and help eliminate unnecessary duplication of educational offerings. A regional network has also facilitated consortial arrangements between institutions. Consortia have been very effective in promoting programs of high quality, as well as increasing the efficiency of individual institutions. (3) Another finding, which has also been discussed in this report, is that nontraditional approaches to degree work have become widespread. Experimentation in the many types of individual study has proliferated throughout the country and has been accepted by many states as a valid form of learning. (4) More and more states are beginning to realize that publicly supported institutions do not and cannot provide the total realm of educational offerings required in a dynamic society. The contribution to lifelong learning of institutions in the educational "periphery" is increasingly recognized and accepted. Some institutions have even been included in the master plans of some states. (5) Lastly, the financing of lifelong learning has been identified by most states as perhaps the greatest problem to be confronted in developing a comprehensive postsecondary education system. Appeals for state support of administration and instruction are being made by many higher education agencies across the country. These appeals are based upon the belief that public institutions are obligated to provide lifelong learning opportunities for those persons who support the institutions.

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[67] Idaho, p. 4.

[68] "Part-Time Education in the State of New Jersey," p. 40.

[69] "University Public Service," pp. 44-45.

[70] *Strengthening the Alternative Postsecondary Education System*, p. 23.

RECOMMENDATIONS

The recommendations which follow were developed on the basis of the research report. Some of them can be tied directly back to preceding chapters in this report. Others were developed as logical derivations from the research findings, though their specific origin cannot be directly tied back to research conclusions. These were formulated by the project staff as a result of the general knowledge and insights acquired in the project. They are essential to the effective implementation of expanded continuing education efforts in urban colleges and universities.

RECOMMENDATION:

The Texas Legislature should enact legislation which adds the continuing education of adults to the required role of Texas institutions of higher education, and which requires that public institutions of higher education adopt workable policies of adult continuing education to be filed with the State Coordinating Board.

RATIONALE:

Such a law would force institutions to reassess their goals and missions to include adult learners. Without such a legislative mandate, some institutions might continue to ignore the learning needs of adult Texans and thereby hinder the economic, social, political and cultural development of the State as a whole and individuals in particular.

RECOMMENDATION:

There should be established an Associate Commissioner for Adult and Continuing Education within the Coordinating Board to oversee the implementation of the above law.

RATIONALE:

Without such a position, it is unlikely that effective statewide planning and implementation of programs could be effected and the legislation recommended above would not have the full force it is intended to have.

RECOMMENDATION:

Cost studies and program reporting procedures should be made during the next biennium to determine the most effective way to fund continuing higher education.

RATIONALE:

Many approaches are now used across the nation for the support of continuing education. Formula funding on the basis of contact hours, CEU's, equivalent credit hours, etc., are alternatives. Block line items are also possible, but weaknesses in this system are inherent. At any rate, as soon as possible, a system should be developed whereby institutions are funded on the magnitude and quality of their efforts in a standard fashion so that accountable statewide and institutional budgeting can be accomplished.

RECOMMENDATION:

The state should immediately fund the administrative and developmental components of continuing education within colleges and universities.

RATIONALE:

Discussions with the deans of every college on the University of Houston campus revealed that they were presently trying to expand their continuing education offerings, but were thwarted in their attempts because of lack of resources. The vast majority of the deans stated that if they could designate one person to handle *only* continuing education, the programs would grow tremendously. Another point of concern was voiced by several deans regarding the changing licensing requirements in some professions. Rapid advances in technology and medicine are causing professional societies to place greater emphasis than ever on relearning to keep abreast of the field. This, in turn, throws the majority of the burden upon universities and colleges to provide the educational updating. Finally, the concept that public education is for the young is no longer viable. More adults participate in lifelong learning than youth in college studies. Since these adult learners are taxpayers more so than the youth, it would seem that these adults are entitled to the benefits of state support of continuing education. The continued prosperity of the state hinges upon the resources of its citizens. State investment in adult human capital is essential to the individual and common good.

RECOMMENDATION:

The state should develop criteria and guidelines for programs of continuing education in order to ensure fiscal accountability and quality control.

RATIONALE:

Programs in this field are often varied and do not follow traditional instructional patterns. For these reasons, some measures of fiscal accountability and quality control should be developed. This would guarantee that the learner would get what he desires and the public's money would be well spent. The development of these guidelines should be vested in The Coordinating Board.

RECOMMENDATION:

The Continuing Education Unit (CEU) should be adopted statewide, in agreement with Standard Nine of the Southern Association of Colleges and Universities.

RATIONALE:

A personal record of lifelong learning experiences is a valuable document for several reasons. Perhaps the most important one is in evaluating an individual's qualifications for occupational advancement, and so documenting his efforts at improving his qualifications. In addition, if an individual ever desires to engage in formal study toward a certificate or degree, his CEU transcript could provide a means by which advanced placement might be assessed. The institutions themselves would benefit by having standard records of their total efforts in providing lifelong learning. These records should be the basis of state support for continuing education programs and documentary evidence of the total state effort in adult education.

RECOMMENDATION:

Publicly supported education is not the only vehicle for advancing educational attainment. Therefore, programs offered in the community by private and civic groups should be recognized as being valuable inputs to lifelong learning. The Coordinating Board should adopt guidelines for recognition of learning achievements outside the sphere of the traditional academic community.

RATIONALE:

The field of adult learning has become so vast and complex that there is no way the state can play the entire role. Therefore, recognition of non-public programs is essential, and institutions should accept learning activities from structured programs in the private sector. The product of adult education should be recognized as more important than the process.

RECOMMENDATION:

Since Texas has community colleges, senior colleges, universities, and a technical institute system under its jurisdiction, the state should attempt to delineate broad roles for these different levels of institutions where more than one exists in given locales. In addition, regional councils of chief administrators should be mandated as a condition of state support for continuing education. Annual regional plans would be required by The Coordinating Board.

RATIONALE:

The use of the councils would help to eliminate needless duplication of programs and provide a basis for ensuring that the total needs of the community are met. Needless program competition in the utilization of state funds would be avoided. Citizens would likely be less confused if there were coordinated regional approaches. It would be the function of these councils to determine the local roles of each public institution within broad guidelines set by the Coordinating Board.

RECOMMENDATION:

Institutions should be encouraged to work together in program offerings and to accept courses of study in continuing education from other institutions as if taken at the accepting institution. In addition to exchanging course offerings in adult programs, faculty should be exchanged for specific purposes as well.

RATIONALE:

Adult education is a complex and variable field. No single institution canbe expected to have all the expertise to satisfy all adult needs. Therefore, in adult General Studies Degree programs and in certificate programs, students should be allowed to take courses at other institutions that match their educational objectives. Relevance is the key to success of adult programs. Cross-institutional program acceptance and faculty exchange enhance this factor.

RECOMMENDATION:

Information banks should be developed at least at the regional level to assimilate program offerings and assist persons in locating courses of their interest. Some state funds should be provided for their support.

RATIONALE:

The growing emphasis in lifelong learning has prompted a proliferation of educational programs from all segments of society, both traditional and nontraditional. Existing sources of educational facilities and programs include: colleges and universities, vocational schools, community colleges, YMCA's, YWCA's, libraries, community centers, employers, etc. These, along with courses delivered through mass media, comprise a considerable number and variety of offerings. This is especially so in an urban area, where many or all of the different forms of education may be found.

To encourage and facilitate the adult learner to participate in continuing education, urban information centers are needed. These would maintain up-to-date cross-reference records of the location of course offerings, as well as information about what programs each institution has available. Advising and counseling would be an important part of the operation of these facilities. An existing institution might be designated to serve this purpose or the Educational Service Centers throughout Texas might assume this needed role.

RECOMMENDATION:

The state should recognize the concept of independent study and financial support be given to colleges and universities for this type of program.

RATIONALE:

Many adults cannot participate in regularly scheduled activities. Some mechanism should be encouraged to assist these learners in their pursuits. Examples of some alternatives include: independent study programs such as the Open University, the University Without Walls, instruction via television, correspondence courses, experiential learning, credit by examination, etc. The state must develop a frame of mind where it looks at the product of education as well as the process. The end is more important than the means. Such programs should include certificate programs, credit and non-credit courses and degree programs. Cost studies on independent study should be immediately undertaken to determine a justifiable line of support.

RECOMMENDATION:

While much of adult education is non-credit, new degree programs in general or liberal studies should be recognized by the state and funded on regular resident credit rates.

RATIONALE:

Many adults wish to gain college degrees in areas of general knowledge without specific purposes. These needs should be recognized and met. They are legitimate educational objectives.

RECOMMENDATION:

Four-year institutions should be allowed and encouraged to offer two-year terminal programs for adults.

RATIONALE:

Adults engaged in learning activities do so for specific purposes and usually know exactly what they want. In addition, since their educational motive is often immediate, they desire certified competency in specific areas quickly. Therefore, two-year degree programs (and even shorter certificate programs) are highly desired. Often the four-year institution has the expertise for these very specialized programs but cannot or do not offer them. If institutions are serious in their commitment to adult learners,the "sacredness" of only four-year undergraduate programs must begin to give way.

RECOMMENDATION:

Each college or university should be required to have a central administrator for continuing education to be eligible for state funds.

RATIONALE:

Coordination and direction of continuing education programs within an institution are necessary for an effective and efficient institutional contribution to lifelong learning. It should be left up to the individual institution how the organization for continuing education would be defined. Ideally, the administrator should report directly to the President (Chancellor) or alternatively to the Chief Academic Officer. He should have full responsibility for all adult activities and community service. This recommendation is based on the great need for administrative emphasis on continuing education and is in keeping with the provisions of Standard Nine of the Southern Association of Colleges and Schools.

RECOMMENDATION:

The colleges and universities who receive state funds for continuing education should be required to have at least one institutional advisory committee of community persons to help ensure relevance and flexibility.

RATIONALE:

The needs of the adult learner are so complex, diverse, and changing that it would be easy for institutions to get off to a good start but soon become stale or out-of-touch. The self-support concept in continuing education has helped to minimize this, but as more and more state support is rendered, there is a greater and greater danger of institutional isolation from the community.

RECOMMENDATION:

University public and community service, especially in metropolitan areas, should be a viable activity by providing expertise in the solution of community problems. A close relationship should also be maintained with the professional community to enable the university to act as both a source and facilitator for disseminating the most current knowledge.

RATIONALE:

Urban areas are the hub of societal change and evolution. This places the urban university in an ideal position to have a tremendous impact on social development. Just as the state is obliged to the university to provide support for the educational activities, the university is obliged to offer advisory assistance in the interest of the community.

RECOMMENDATION:

Existing higher education institutions should be encouraged to conduct adult learning activities beyond the walls of their campuses and in the communities where the adults live, work, and function.

RATIONALE:

For lifelong learning to become and remain relevant to the individual, consideration must be given to his day-to-day life style and environment. So often the needs of the adult learner can best be met by delivering education to the individual in his community rather than removing him to the isolation of the campus. By recognizing the wealth of potential educational resources within a community, the institution of higher education has a prime opportunity to lead the way in promoting lifelong learning. It should therefore be encouraged, through funding as well as cooperation from the community, to become involved in off-campus programs. The concept of the "community as campus" is important in the field of continuing education and community service.

The concept of an urban university taking education to the community has been explored in several places. The "Unicenter", for example, has been planned for Rhode Island. Indiana has identified ten institutions within the state as "Communiversities." "University Action Centers" have been envisioned in Illinois. Many times the use of existing public and private facilities are available resources.

RECOMMENDATION:

Extension courses for credit should be of the same quality and transferability as the same courses offered as part of the regular instructional program.

RATIONALE:

In order for educational institutions to encourage and support the individual's need to retain and relearn to keep abreast of the changing society, it is necessary to eliminate the "second-rate" stigma associated with continuing education. It is perhaps unrealistic to expect the distinction between extension or nontraditional education and formal resident education to disappear entirely overnight. Instructional areas, however, which can be delivered through off-campus extension and media are deserving of the same quality as those offered on campus.

RECOMMENDATION:

An open admissions policy should be established at colleges and universities, for those adults who do not desire a degree, but wish to enroll in a regular credit course. For the more popular courses, this could either be by concurrent enrollment or special sections. If the student desires, the credits normally awarded would be held in escrow until he is admitted to full matriculation.

RATIONALE:

Open admissions policies are not a new concept in colleges and universities. Several institutions across the country have found that increasing the accessibility to regular courses also increases the success of the program. A policy of this nature is in line with the greater desire for mature students to design their own education to fulfill their particular needs and aspirations. Although credentials are still very important in an increasingly more educated society, there is a dramatic shifting in the form these credentials are taking. More and more adults are expressing a greater desire to receive credit or certification for successfully completing a course or program in a specific field of study, rather than to engage in a formal degree program. The concept of credit only for degree is becoming less valid.

Colleges and universities in Texas could benefit tremendously by more efficient utilization of their facilities. One way this could be accomplished is by opening the school to more students in order to fill empty seats in classes. This would serve the double purpose of bringing more money to the school as well as providing adults who desire only knowledge and no degree credit the opportunity to participate. It is entirely probable that the class as a whole would benefit also, since the "special student" might bring with him experiential knowledge of the subject of great value to the other students. While many difficulties and resistances would be encountered by this approach, the benefits to individuals and society warrant serious consideration. This procedure also tends to cause fewer duplications in offerings between continuing education courses and regular resident courses because regular resident courses serve a dual purpose.

RECOMMENDATION:

A. Universities should expand their criteria for faculty hiring, embodying in that expansion components that will ensure the employment of a greater percentage of faculty familiar with, concerned about, and capable of participating in lifelong educational activities.

B. The faculty reward system should be reassessed to bring about equality of status between teaching regular day courses and teaching continuing education or extension courses.

RATIONALE:

Earlier discussion has demonstrated that trends in postsecondary education are undergoing severe changes. As decreasing numbers of young persons move into the college age group because of reduced birth rates, and since more students are opting for nontraditional programs, higher education is being forced to reconsider its purpose and function. Increasing emphasis is being placed upon extension programs and lifelong learning. This shifting of emphasis necessitates a re-evaluation of not only methods of instruction, but of instructors as well. By encouraging faculty interest and involvement in the concept of lifelong learning, the university is taking an important step toward remaining a vital institution in a dynamic society.

RECOMMENDATION:

Appropriate administrative and counseling services of a university or college should be available in the evenings and on weekends to accommodate the part-time or nonmatriculating student. There should be no distinction made between the services offered on-campus to the full-time traditional student and those available to a nontraditional student.

RATIONALE:

Adults involved in relearning and retraining while maintaining a full-time job have special problems of their own which are equally as important as those of the full-time resident student. The problems of not being able to buy a book during regular campus business hours, unfamiliarity with location of campus facilities, or lack of a place to study are just a few to be considered in meeting the needs of the lifelong learner. Since the nontraditional student often pays the same fees if not more, than the matriculating resident student, he is entitled to the same services.

RECOMMENDATION:

Institutions which discover enough interest in a subject to warrant quite an extensive program of non-credit offerings in the subject should be encouraged to award certificates for completion of designated "blocks."

RATIONALE:

Urban areas are particularly likely to have many persons interested enough to require several levels of a certain subject. As the program evolves, it is probable that some of the same students will appear in the different levels. Individuals who engage in lifelong learning, especially taking courses in their field or occupation, often accumulate a considerable number of contact hours in a particular subject. A system should be designed to reward those nontraditional students who are motivated enough to complete a specified curriculum. Program certificates awarded at Wayne State University are an example.

RECOMMENDATION:

Institutions of higher education must accept the challenge of providing lifelong learning to disadvantaged adult learners who have been traditionally forgotten or even excluded from the mainstream of higher education such as those within minority groups.

RATIONALE:

The educational problems of disadvantaged adults pose unique challenges which the expertise within higher education is equipped to handle. New instructional techniques and methods should be developed and applied in these learning situations. In addition, the psychological uplift a disadvantaged person achieves when he attends a college or university based program is often the spark that ignites a new awareness and commitment to personal, social, and economic development.

RECOMMENDATION:

The current types of student financial aid should be made available to the nontraditional student on an equal basis, regardless of whether he is engaged in a degree program or a non-credit lifelong learning program. New, more relevant adult financial aid systems should also be developed.

RATIONALE:

Discrimination of financial aid to the nontraditional student has been a major barrier to the process of lifelong learning. The assumption seems to be that if a person hold a full-time job, he should be able to afford to continue his education whenever he wishes. Unfortunately, the total cost of a particular educational endeavor involves more than the tuition cost and fees. Several other factors often compound the total student cost. Among these might be transportation, child care, books or materials, and time away from the job. Any combination of these can be a deterrent to an individual seeking to upgrade or update his education, or merely obtain a postsecondary education through nontraditional channels.

By realizing the necessity of lifelong learning, acknowledging the benefits of this to society, and understanding the needs of adult learners, nondiscriminatory financial assistance becomes an important aspect of a lifetime of learning.

RECOMMENDATION:

A system should be established whereby citizens are not deprived of participation in lifelong learning because they cannot financially afford the program.

RATIONALE:

Education has long since been established as basic to the development of an individual and the improvement of society. It is essential, therefore, that the opportunity to pursue lifelong education be available to every adult regardless of his socioeconomic status. Very often it is the adult who cannot afford higher education who needs it the most. A student aid fund built from program revenue is recommended.

RECOMMENDATION:

Institutions of higher education which offer programs of lifelong learning should consider the feasibility of child care programs for the children of adult learners.

RATIONALE:

One of the barriers to participation by adults in lifelong learning is the care of children during educational activities. Mothers are restricted during the day from attending programs while father is at work and both parents have problems in evening and weekend enrollments. Some institutions are responding by providing child care services, often using students through some type of part-time employment or student assistance program. This concept has considerable merit and should be explored by higher education institutions who have active continuing education programs.

THE ROLE OF A MULTIPURPOSE UNIVERSITY SERVING A LARGE SPARSELY POPULATED GEOGRAPHIC AREA IN A STATE PLAN FOR ADULT AND CONTINUING EDUCATION

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Introduction

Professional journals and magazines for several years have been carrying articles on continuing education in practically each issue. For information relative to this study we have drawn heavily on and in some cases taken excerpts from:

College Management, April, 1973
Goals for Texas, Phase Two, Office of the Governor, September, 1970
Permanent Partnership, A Study for the Coordinating Board Texas College and University System, Continuing Education, University of Houston, 1969
The Learning Society, A Report of the Study on Continuing Education and the Future, Center for Continuing Education, University of Notre Dame, 1972
Blueprint for Continuing Education at Texas Tech University, Report of the Continuing Education Committee, May, 1973

The *Blueprint for Continuing Education at Texas Tech University* is so consonant with and pertinent to this study that twenty-two pages of that report have been extracted and included as a section in this study.

Many definitions of continuing education have been written and two similar versions are cited in the above referenced section. However, in a 1963 Texas Tech Extension Study Committee we discovered one of the most succinct and clear definitions which reads as follows: "Continuing Education consists of planned programs of organized instructional activities which are not a part of a normal span of residence (college or university) instruction, and which will improve the cultural, social and professional learning beyond the present level of individual knowledge."

In *The Learning Society* we find the simplest and still the most definitive need for continuing education. It reads as follows: "The obsolescence of knowledge, the rapid growth of new knowledge, the shifts in national priorities, the multiplication and complexity of societal problems, and the close relationship between the application of knowledge and social progress--all lead to the conclusion that lifelong learning is not only desirable but necessary."

The Research Scheme

The Committee met regularly from the date of the awarding of this grant until the completion of the project and after studying the aforementioned materials implemented the following activities to accomplish the objectives of the study:

1. A population study was made of the 78 counties comprising northwest Texas to ascertain counties and communities with the largest concentrations of population.
2. Investigative inquiries were conducted in thirty northwest Texas municipalities (191 interviews) directed toward community leaders to help determine continuing education needs and methods of meeting those needs. Two training sessions were held for those making the inquiries. The inquiries were made by graduate or senior students whose homes were located in the municipality in which they were making their survey.
3. Input was solicited from business and industry, professional groups, and educational organizations through field visits, mailed materials, and personal interviews. This activity was conducted by deans, department heads, and faculty and is not summarized in table form.
4. Meetings were held with all department heads and deans of each college and the Law School on the Texas Tech campus to discuss continuing education as it relates to meeting the needs of the people of this vast area. The deans and department heads had been furnished with copies of the survey described in two above. The survey results requesting programs in various disciplines were remarkably parallel to the faculties expression of their perception of the community needs as defined in the *Blueprint for Continuing Education at Texas Tech University* previously mentioned.
5. A Continuing Education Workshop was held for all northwest Texas area senior and community college continuing education leaders. While no basic plan for regional cooperation was

adopted, communication was established. Area educational institutions were contacted regarding students coming into their areas to conduct the continuing education surveys.

6. In order to determine the types of continuing education activities being conducted at Texas Tech University a survey form and memorandum were distributed to all deans, department heads, and directors on the campus.

Limits of the Study

1. Lack of time, facilities, support staff, and financial resources made it necessary to delete the proposal to bring community leaders to the University campus as proposed in the preface but we feel that our interviews with the community leaders in their own communities provided us with as valuable a contact as we would have received had they come to the campus and perhaps suffer inhibitions in the presence of university professors.
2. While the suggested topics or programs recommended by the interviewees furnish us with excellent guidelines, a university cannot actually determine what is marketable and how much the student is willing to pay until you furnish them with a firm proposal.
3. Faculty sensitivity to community needs and community leaders perceptions of community needs are but indicators. The proof is in the organization.

Organizational Plan

Most universities have a designated Director or Dean of Continuing Education or Extension and perhaps a limited number of support staff. To fulfill the continuing education needs of the various communities it seems reasonable that an organizational staff should consist of the following:

1. Dean or Director of Continuing Education or Extension
   a. an Assistant Dean for Correspondence Courses
   b. an Assistant Dean for Off-Campus Classes both credit and noncredit
   c. a coordinator of conferences, institutes, short courses, workshops, and other special activities held both on campus and off campus
   d. three field representatives of at least assistant professor rank to cover the geographic area to be served by the University and determining the types of programs that should be presented in the various communities.

> An adequate clerical staff of not less than three clerk-typists should be available to handle the detailed paper work that the above positions will generate in their activities.

It is estimated that the aforementioned organization can be funded at this University for approximately $150,000 the first year of its implementation. This figure will vary with other universities relative to the proximity to metropolitan areas and the size of the geographic area which would normally be called the area to be served by a specific university.

Recent Developments at Texas Tech

In the section of excerpts from the *Blueprint for Continuing Education at Texas Tech University* the reader will find recommendations that a statement of policy pertaining to continuing education should come from the University Administration.

During a recent meeting of the Faculty Council, Dr. Grover E. Murray, President of Texas Tech University, announced that he had charged the Office of Vice President for Academic Affairs with the responsibility of implementing with all expediency a viable continuing education program. Further, in meetings with Vice Presidents and associate Vice Presidents, Dr. Murray has stressed that continuing education receive particular emphasis.

Plans for refurbishing an existing building to house continuing education activities are now on the architect's drawing boards.

Additional personnel have also been assigned to the Division of Continuing Education consistent with the recommendations in the "Blueprint."

The future for continuing education does indeed appear bright. State financial support can greatly accelerate the local developments.

Correspondence Study

One area of continuing education in which Texas Tech has been most active is its correspondence school. The correspondence school at the University is the fifth largest in the United States surpassed only by the Universities of Nebraska, California, Penn State, and Wisconsin all of which are the correspondence schools for state systems whereas the Texas Tech program is independent.

The University of Texas at Austin and Texas Tech University are the only two universities in Texas authorized to give high school correspondence courses applicable toward graduation for students enrolled in high schools. Texas Tech's high school correspondence program is the second largest in the United States surpassed only by that of Nebraska.

Texas Tech's correspondence program at the college level ranks nineteenth in the nation. College enrollments are usually in direct proportion to the number of students enrolled in a given university and as there are approximately fifty universities larger than Texas Tech in enrollment we feel that our position of nineteenth is very favorable.

As of the end of the school year August 31, 1973, Texas Tech had enrolled students taking a total of 8,308 one half unit courses. (One half unit is equal to one semester). During the 1972-1973 academic year Texas Tech awarded 5,369 one half unit credits to high school students. If this figure were equated to full-time equivalent students these credits awarded would represent a high school with an enrollment of approximately 1,000 students. The high school student pays $23 for a one half unit course. Eighty percent of that amount is paid to the professor who grades the papers and all papers are graded by full-time faculty.

Sixty percent of these high school students taking correspondence courses must have the course in order to graduate. If the course had not been available to them by correspondence and it had been necessary for them to remain in high school for another semester, it would have cost the taxpayers approximately $250,000. These high school enrollments represent all sections of the state so this tax saving is state wide.

The $23 fee charged to the high school student pays for the paper grading and the clerical work necessary to process all papers but this leaves no funds for course development. Inasmuch as the correspondence program does represent a tremendous saving to the state and to the taxpayers, Texas Tech would like to receive support money for course development in an amount equal to twenty percent of that paid by the students. During the past year this support would have amounted to approximately $42,000.

We do not feel that we can increase student fees again as this was done approximately six years ago and there was a marked decrease in enrollment and we know that we were denying some students opportunity to complete high school within the time period in which they should have.

In the academic year 1972-1973 Texas Tech enrolled 2,315 college students in three-hour courses and 1,288 in that same year completed three semester credit-hour courses. The college student pays $45 for a three-hour course and again the paper grader (a full-time faculty member) receives eighty percent of that. The twenty percent, again, is used for clerical help in processing the paperwork.

Course and syllabus development at the college level is much more critical and much more expensive than at the high school level because you have to offer a much broader selection of courses than for the high school students. The savings resulting to the state taxpayers for the 1,288 college students that completed three-hour courses in 1973 would amount to even more than the savings on the high school students described above.

With the emphasis that is being placed on continuing education and the increasing number of students who are pursuing credit programs by means of correspondence it becomes more critical that we have additional funds for course development. Therefore, we would like to see state support in an amount equal to thirty percent of that paid by the college student, which in 1973 would have amounted to approximately $45,000.

Most of the states with good public school and university systems support the correspondence programs in amounts approximating those described above.

Recommendations

In 1966 the Coordinating Board designated the University of Texas at Austin, Texas A & M University, the University of Houston, and Texas Tech University as the four major multipurpose universities of the state, and it is our feeling that these institutions should play the role of leadership in the continuing education program. This is not to say that they should conduct their programs at the expense of other institutions but rather that they should be the leaders in the role of expanding continuing education programs in the geographic areas and in the disciplines needed. In many subject areas, particularly in the vocational-technical training programs, the community colleges can render a much more efficient service than can the multipurpose university or the senior college, so it seems logical that some agency should be authorized to coordinate the program to be administered by the community colleges, senior colleges and the multipurpose universities.

It is recommended that an organizational plan similar to that described in section I be funded for each university consistent with the population and geographic area to be served.

It is recommended that the correspondence program for high school students at Texas Tech and the University of Texas at Austin be supported in an additional amount equal to twenty percent of the fees paid by the students.

It is recommended that the correspondence courses for college students be supported in an additional amount equal to thirty percent of the fees paid by the students. Financial support from the state for course development at the college level would apply to many of the senior colleges in Texas as most of them have limited correspondence programs for their students.

It is recommended that the multipurpose universities be authorized to carry their extension and off-campus programs to any area of the state where such service cannot be made available from a nearby institution and that a coordinating agency be designated to approve program offerings in the vicinity of one institution by an "invading" institution.

It is recommended that the State Legislature consider awarding to institutions of higher learning additional funding in an amount approximating two percent of the institutions overall budget for the specific use of continuing education.

It is recommended that the continuing education program be basically a projection of the college resources to those persons not regularly enrolled as students on the campus and should demonstrate and help foster the development of leadership in local communities.

The objectives of the project or study were accomplished by generalization. Specific needs as to course content and method of presentation could not be determined within the allocated time. Indeed, the information, to meet the continuing education needs of the area, will be determined only through years of experience. It is recommended, as these needs for content and format are established, that a cooperative approach be developed to best determine where, when, how and by whom these can best be served. A State plan, to be successful, must contain institutional cooperation and be implemented in such a manner so as not to be injurious to any institution.

Lines of communication for determining and meeting needs of continuing education for adults are much more easily established by the public schools, junior/community colleges by their very structure, and the metropolitan university by its location. The university serving a large sparsely populated geographic area has a much greater problem in establishing lines of communication but no less responsibility in meeting the needs. Therefore, it is recommended that universities serving sparsely populated areas be provided with funds for continuing education personnel consistent with the area population and geographic magnitude.

Excerpts from the *Blueprint for Continuing Education at Texas Tech University*

Introduction

The Continuing Education Committee was appointed by Dr. Grover Murray in January of 1972.

Committee Composition

The original membership of twelve members included a representative from each of the schools and colleges at Texas Tech University, a representative from business and industry (banking), and five ex officio members representing the Office of the Vice-President for Academic Affairs, the Division of Continuing Education, and the Junction Center.

Associate Dean Tom Reese of the School of Law was Chairman of the Committee from January 1972 through August 1972. As reconstituted in September of 1972, the Committee retained the same basic representation with a total membership of eight Texas Tech University faculty members, one alumnus, one Texas Tech University School of Medicine faculty member, and four student members, all appointed by the President. The Director of Continuing Education, the Vice-President for Academic Affairs, and the Associate Dean for Administration, Texas Tech University School of Medicine, were designated as ex officio, nonvoting members. Dr. Berlie Fallon assumed the chairmanship.

Charge to the Committee

The charge of the Continuing Education Committee was phrased as follows:

> This Committee shall study the needs for continuing education and make recommendations on a program for meeting the needs.

Procedures

The Continuing Education Committee met at regular intervals (including during summer sessions 1972) from the date of initial appointment until the date of publication of this report. The following types of inquiry were carried out by the members of the Committee:

1. Field visits were conducted to the following campuses to study established programs of continuing education:

Arizona State University	Louisiana State Univ.
Brigham Young University	Univ. of Nevada
Univ. of Georgia	Univ. of Southern Ill.
Indiana University	

2. Input was solicited from business and industry, professional groups, and educational organizations through field visits, mailed materials, and personal interviews.

3. Detailed inquiries were conducted within each school and college on the Texas Tech University campus to determine past, present, and projected patterns of involvement in continuing education.

4. Newly developed standards, Nine and Ten of the College Delegate Assembly of the Southern Association of Colleges and Schools were studied.

Standard Nine, Special Activities, and Standard Ten, Graduate Program, mandate the expansion of continuing education activities--credit, noncredit, and community service--by all member institutions, of the Southern Association of Colleges and Schools.

5. Documents provided by the Texas Tech University Division of Continuing Education and studies collected during field visits were utilized as a basis for the writing of this report.

Note of Appreciation

Gratitude is expressed to the Office of Research, Texas Tech University, for a grant which provided funds enabling the Continuing Education Committee to conduct the research essential to completion of this report. Original funding was approved in July, 1972; funds were carried over into the 1972-1973 fiscal year.

Definition and Content Analysis of Continuing Education

Definition

Standard IX of the Southern Association of Colleges and Schools defines continuing education as:

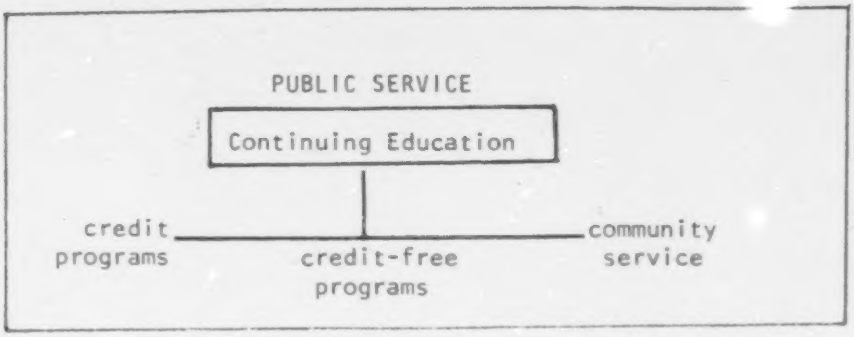
Operationally separate units, external or special degree programs, off-campus classes and units, independent study programs, including correspondence and home study, conferences and institutes including short courses and workshops, foreign travel and study, media instruction including radio and television, and on-campus programs including special summer sessions and special evening classes.

1969 Study

Permanent Partnership, a detailed study of continuing education needs and programs in Texas, was published by the University of Houston for the State Coordinating Board of the Texas College and University System in 1969. The planning committee for this study represented a total of 28 schools, including universities, senior colleges, and junior colleges. The writers of this study referred to the traditional concept of the role of higher education as embracing teaching, research, and public service. Quoting from page 14 of this report:

> Where does continuing education belong in the traditional areas of pursuit of institutions of higher education--resident instruction, research or public service? *Continuing education is a public service.* It is a means of adapting higher education to meet the new and broader needs and demands of today's society...it is the opportunity the university has to afford to all people access to accumulated knowledge; it is the meeting of adults where they are, with the purpose of providing them with information and experiences that are useful in helping them solve their problems, achieve their educational and occupational objectives, and gain the wisdom to lead rewarding personal lives.

The writers of *Permanent Partnership* conceptualized continuing education as shown on the next page:


PUBLIC SERVICE
Continuing Education
credit programs
credit-free programs
community service

Subclassification System

In a discussion of the three major areas of endeavor shown in the preceding diagram, a subclassification system was drafted to show types of activities which the writers of *Permanent Partnerships* felt should be within the broad area of continuing education:

I. Credit Programs

  A. Bachelor of Liberal Studies
  B. Master of Liberal Arts

II. Credit-Free Programs

  A. Professional

    1. Engineers
    2. Physicians and Surgeons
    3. Pharmacists
    4. Lawyers
    5. Dentists
    6. Teachers

  B. Managerial (Management Development)

  C. Clerical, Sales, and Service

  D. Technical, Skilled and Semiskilled

  E. Unskilled

  F. Personal Development

    1. Cultural Enrichment
    2. Avocational Interests

3. Personal Management
4. Personal Creativity

G. Continuing Education for Civic Awareness

III. Community Service Programs

A. Urban Crisis

B. Environmental Education

C. Ethnic Relationships

D. Community Support Services

1. Fire Protection
2. Law Enforcement
3. Water Plant Services
4. General Sanitation

E. Working with Disadvantaged Groups

The foregoing list of activities is not all-inclusive, as visits to campuses in other states have shown. The major categories, however, appear to provide a functional framework within which an institution can plan an effective program of continuing education.

Some Common Problems Statewide In Continuing Education Programs

Herein are listed several problems which appear to hinder the development of continuing education programs.

1. Lack of a strong and definite identity due to lack of institutional policy and lack of clarity of financing and faculty responsibility.

2. Inhibitions are created by the threat of duplication and overlap, although the need is so great every institution should be involved in continuing education activities.

3. Continuing education suffers from poor publicity; locally and statewide there is no planned dissemination pattern.

4. Lack of institutional representatives in many colleges and universities hinders development of a statewide informational and coordinative plan.

5. Continuing education has not been a major focus of the Coordinating Board.

6. The concept that continuing education pays its own way is a limiting one.

7. In the case of Texas Tech University, coordinated campus representation and effort have been lacking through the years and institutional commitment has been minimal.

(Note: Items 1-5 are adapted from the 1969 statewide study titled *Permanent Partnership)*

Conclusions

On the basis of the data accumulated by the Continuing Education Committee, the following conclusions are drawn:

Low Priority Has Been Accorded Continuing Education

1. Public service, listed with teaching and research as a major function of Texas Tech University, has been given lowest priority of these three functions in the development of the University to date. While teaching and research have developed to a point which has given the University nationwide recognition, even the immediate geographic region served by Texas Tech University has little knowledge or concept of the role played by the institution in public service. This lack of recognition is due, in large part, to lack of a strong commitment, undergirded by appropriate resources.

Existing Continuing Education Program Lacks Essentials

2. The Continuing Education program currently in existence at Texas Tech University lacks the necessary personnel, facilities, and overall resources to develop a program of the first class.

Current Limited Program Is Having Impact

3. Notwithstanding the limitations posed in item 2 above, the various schools and colleges of the University are engaged in a variety of activities which have constructive impact on the Lubbock community and the region.

Definitions and Concepts are Difficult to Express

4. The Continuing Education Committee found that the greatest problem in compiling this report was the inability, both on the part of committee members and the staff at Texas Tech University, to define continuing education and to conceptualize specific roles for the various schools and colleges on the campus. Perhaps the visitations by committee members to other universities with well-developed programs were the most helpful approaches to learning more about the *what* and the *how* of continuing education--the *why* is more easily apparent. These considerations point up the great need for Texas Tech to engage in a program of orientation for all staff members in order to develop an institutional concept and posture relating to the broad area of public service.

Reactions of Professional Organizations, Business and Industry Have Been Good

5. Contacts with professional organizations, business, and industry elicited the expected response--these "publics" of the University have many needs which could be better served by a well-organized, jointly planned and liberally supported program of continuing education. In many cases, (e.g., banking, agriculture, insurance) these segments of the economy are willing to underwrite much of the cost of programs by providing staff and other types of resources. Without exception, these economic groups seemed to feel that their present efforts to provide regional leadership could be greatly enhanced through a closer working partnership with Texas Tech University. Texas exes, especially, seem willing to give time and resources on a sacrificial basis to see the University achieve its full leadership potential in the development of the economic and cultural resources of the region. An example is the assertion by representatives of the insurance industry that Texas Tech University could become the leader in the Southwest in the development of the insurance industry now that Southern Methodist University no longer has the Insurance Institute which was one of its programs for many years.

Population Should Not Be A Deterrent

6. The University can ill afford to cite sparseness of population as a deterrent to development of its potential in continuing education programs. It is true that universities in large cosmopolitan areas (University of Houston, for example, numbers more than 1.5 million people within a radius of 60 miles) have some built-in advantages over institutions like Texas Tech University or the University of New Mexico. However, it would appear conservative to state that Texas Tech University possesses a service population of half to three quarters of a million people within a radius of 150 miles. The fact that many of the communities within this service area are small would appear to be advantageous in that the University can impact these communities in unique ways through the development of model programs, organization of planning councils, etc. (A disadvantage claimed by Continuing Education personnel at the University of Houston as related to a large service population in the immediate area was the danger of losing identity by being submerged by service requests from a relatively small number of the many publics to be served.)

Fundamental Needs Must Be Recognized

7. In summary, it appears worthwhile to conclude that a prolific continuing education program and public service effort by Texas Tech University can be achieved only through:

a. A strong institutional commitment as reflected in policy and supported by the Board of Regents and the President's office.

b. A high degree of interest and corollary level of support by Deans and Department Heads of all schools and colleges of the University.

c. A concerted effort to create awareness on the part of all Texas Tech staff to the opportunities available in the area of public service and to the need for a coordinated University-wide program.

d. An implementation plan and program which provides staff, planning council, and related resources to insure that the public service function will achieve a status and level of support comparable to that enjoyed by on-campus teaching and research.

Recommendations

The following recommendations relate to the reorganization and extension of services of the continuing education program at Texas Tech University. It is recommended that:

Statement of Policy be Drafted

1. A statement of policy pertaining to continuing education be drafted by those responsible for the overall mission of Texas Tech University. This statement should reflect a definition of continuing education; the relationship of continuing education to the public service role of the University; School, College, and faculty responsibilities; and general institutional commitment to excellence in this phase of its programs.

The Continuing Education Committee strongly recommends that the formulation of this statement of policy be given a high priority, as fulfillment of the other recommendations which follow is dependent on the existence of a strong and well-defined policy statement.

Continuing Education Development Council be Appointed

2. A Continuing Education Development Council be appointed as outlined here:

a. Director, Division of Continuing Education (Chairman)

b. One representative from each school or college directly responsible to the Dean for the development of Continuing Education activities within the particular school or college. Duties performed by the representatives should merit credit as an integral part of regular workload and should not be added to a full workload as extra duty.

c. The dissolution of the Continuing Education Committee is recommended concurrently with the appointment of the Continuing Education Development Council.

Continuing Education Advisory Council be Organized

3. A Continuing Education Advisory Council be organized with membership to include:

a. Continuing Education Development Council

b. Representatives from:
(1) Alumni (general membership)
(2) Representatives from business, agriculture, industry, and professional organizations such as law, medicine, engineering, education.

Continuing Education Activities be Coordinated

4. All continuing education activities many of which are now carried on without central coordination, be coordinated through the Continuing Education Development Council and the Division of Continuing Education.

Continuing Education Be Given Greater Identity and Status

5. Action be initiated to give continuing education at Texas Tech University greater identity and status. The position of Director should be accorded deanship status.

Consideration Be Given to Construction of Physical Facilities

6. Consideration be given to the construction of a facility at Texas Tech University to house conferences, short courses, seminars, institutes, etc. The facility should contain guest accommodations, conference space, and office space to be utilized by the continuing education program and staff.

That immediate priority be given to providing the Division of Continuing Education with temporary housing conducive to visits by industry and public school administrators, adult students, and the academic coummunity as a means of providing immediate impetus to continuing education programs.

Staffing Be Expanded

7. Staffing for continuing education include full-time positions for conference director and director of off-campus offerings at an early date in order that maximal and aggressive development of these areas of continuing education may occur.

High Priority Be Accorded to Community Problems

8. The identification, definition, and solution of community problems be accorded high priority in the initial thrust to expand Texas Tech University's continuing education program. Role identification of the continuing education program in relation to the unique needs of communities in the Texas Tech University service area should be given continuous study. The Continuing Education Development Council and ad hoc committees should work very closely with local civic groups, professional organizations, and interest groups.

Priority Be Given to Apprising Total University Staff of Continuing Education Development Needs

9. Strong priority be given to creating awareness on the part of the total university staff of the challenges, opportunities, and responsibilities which exist in the public service, or continuing education area.

Faculty Be Compensated Efforts in Continuing Education

10. Faculty involved in continuing education activities for academic credit be remunerated and rewarded on a comparable basis with faculty members involved in the resident programs; further, that faculty involved in continuing education programs such as workshops and seminars be given recognition for this involvement in terms of salary increases, promotion, and other types of recognition accorded faculty working with credit-type activities.

Recognition Be Given Three Types of Continuing Education

11. Texas Tech University recognize and develop three main types of continuing education:

a. credit programs
b. credit-free programs
c. community service programs

(See earlier section of this report, Definition and Content Analysis of Continuing Education, for types of activities normally included under credit, credit-free, and community service programs.)

Further, it is recommended that Texas Tech University continue to support and promote the concept of the continuing education unit, c.e.u., as a uniform means of recognizing and recording achievement in credit-free and community service programs.

Possibility of Shared Facilities Be Explored

12. The possibility of shared facilities on an inter-institutional basis be explored.

Concept of Higher Priority for Development of Continuing Education Be Promoted

13. Whereever and however possible, Texas Tech University work through its Board of Regents, the Coordinating Board, and the Legislature to develop the concept that continuing education programs deserve a higher priority and a more realistic level of financial support than currently ascribed to these efforts.

The Continuing Education Program at Texas Tech University

Status and Needs

Division of Continuing Education

Continuing Education

For the purpose of this report, Continuing Education is defined as all programs which do not come within the traditional (in residence) degree granting programs. This will include, but is not limited to, off-campus or extension courses, independent study or correspondence courses, short courses, symposiums, seminars, vocational courses, and educational television, whether these programs are offered for non-credit or credit when applicable.

Organization

The Division of Continuing Education is structured as shown on the appended Organizational Chart.

You will note on the chart that the Office of Director of Continuing Education is responsible to the Vice-President for Academic Affairs. The Office of Director of Continuing Education exists in personnel and paper only. The office is budgeted separately, but the Director does not have physical office space. He shares offices with the educational television station manager and the individual charged with the dual role of Assistant Director of Independent Study and Assistant Director of Off-Campus Classes, and he moves from office to office as directed by the performance of duties.

The position of Assistant Director of Conferences, Institutes, and Workshops, etc., will initially be a dual assignment for the Director of Continuing Education when adequate space for the director and clerical help is available.

Present Activities

1. Independent Study or Correspondence Courses

At the present time, 15 academic departments from 5 Colleges of the University offer 87 undergraduate independent study courses through the Division of Continuing Education. Students, with their dean's approval register for correspondence courses through the division, which office then assigns the students to one of the appropriate instructors, all of whom are full-time faculty at Texas Tech University and are approved by their academic department chairmen for correspondence grading. During the academic year of 1971-1972 there were 2,430 enrollments in college courses, which ranks Texas Tech's correspondence program 19th in the nation as far as numbers of enrollees is concerned. And there are over 100 colleges and universities that offer college credit correspondence courses.

Texas Tech University, through the Division of Continuing Education, also offers 60 correspondence courses that meet the college entrance requirements when properly recorded on the student's high school transcript. This activity annually services approximately 8,000 high school students throughout the Southwest but primarily in Texas. Students enrolling in college at this level are registered in a manner similar to that for university students with the exception that they receive approval from their high school principal or counselor prior to enrollment. Texas Tech and The University of Texas at Austin are the only two universities or colleges in Texas approved by the Texas Education Agency to offer courses for students currently enrolled in a Texas high school. Texas Tech's high school correspondence enrollment is the second largest in the United States, exceeded only by that of the University of Nebraska.

The total enrollment of correspondence students both at the college and high school levels provides Texas Tech with a total of approximately 11,000 students and gives it a numerical ranking as the fourth largest correspondence school in the United States, exceeded by the University of Nebraska, the University of California, and the Pennsylvania State University.

High school correspondence courses are also graded by Texas Tech faculty. Payment to faculty for correspondence grading at both levels is made on a lesson basis. They are paid only for the lessons and final exams graded, and the amount of compensation for each grading will depend on the number of lessons in the course. For grading all lessons and the final exam of a college course, a faculty member receives $36 per student. For the grading of all lessons and the final exam for a high school course, the faculty member receives $18 per student. If a student fails to complete a course, the faculty member receives payment for only those lessons graded, which amount is in proportion to the number of lessons in the course.

2. Off-Campus or Extension Classes

Off-Campus classes providing nonresidence credit are offered in response to group requests that are usually initiated in response to the part-time field work by the Assistant Director of Continuing Education. Most of the off-campus classes are at the graduate level, with about 74 percent of the classes being conducted by the faculty from the College of Education, 6 percent from the College of Arts and Sciences, 18 percent from the College of Business Administration, and 6 percent from the College of Home Economics. Twelve to fifteen classes are conducted during each of the Fall and Spring semesters and four to five classes are conducted during the Summer terms.

All off-campus classes are taught by Texas Tech faculty, and they are paid $1,000 for teaching a 3-hour course, plus 10 cents a mile for their travel expense. They also receive meal allowances when appropriate.

3. Conferences, Institutes, Workshops, Short Courses, etc.

Historically, these activities have been conducted at the academic department level and have not involved the Division of Continuing Education. By the Fall of 1973, we do anticipate that this division will be able to furnish assistance to the academic departments, as far as logistics and recordkeeping for such activities are concerned. The position of this section of the Division of Continuing Education is indicated in the Organizational Chart attached.

4. Evening Classes On-Campus

Evening classes on-campus are offered on an extended day basis and are part of the regularly scheduled curriculum. Each College within the University has some evening classes, but the majority of the enrollments are in the Colleges of Education, Arts and Sciences, and Business Administration. The Division of Continuing Education is presently making an analysis of individuals enrolled for only 3 semester credit hours to determine where these people live, their age, and their areas of interest. There are 1,143 students enrolled for only 3 credit hours each. The vast majority of these are enrolled in evening classes on campus.

This activity does not appear on the Organizational Chart; but, since it will be mentioned later under Problems and Recommendations, we use this method for calling it to your attention.

5. Educational Television

The noncommercial television station licensed to the University broadcasts educational programs; and academic departments frequently assign viewing of certain programs as a supplement to the classroom instruction, although none of the broadcasts represents college credit programs *per se*.

The station broadcasts from 9 until 11 each morning and from 4 p.m. until 10 p.m. each evening during weekdays. The schedule varies greatly during the weekends, and I will not go into the details of that at this time. From Monday through Friday the 9 to 11 a.m. broadcasts are directed at the kindergarten and elementary school levels, and the same programs are repeated between 4 and 6 p.m. each school day. This schedule is the result of a contract between Texas Tech and the Lubbock Independent School District.

Closed circuit television facilities are used extensively on the campus to supplement classroom instruction in chemistry, geology, clothing and textiles, speech. and horticulture and park administration.

Activity Funding

Funds for the activities described above result primarily from registration fees in correspondence and off-campus classes. No attempt is made to give you an itemized budget in this report, but you should be able to get the picture of financing in general terms by the narration given in the next paragraphs.

Correspondence and Off-Campus classes have, for the past two years, generated income of approximately $360,000. These two activities are budgeted by the University in one account under the name of Correspondence and Off-Campus Classes. The budget is approximately $294,000. Over $200,000 of that amount is line-itemed for instructor fees and travel. The Office of Director of Continuing Education is also financed from the above income source but under an account entitled Office of Director of Continuing Education. After the two offices just mentioned have been funded, the unencumbered balance is then allocated to Educational Television for public service and closed circuit service to academic departments. This sum usually amounts to approximately $25,000 a year.

The Department of Educational Television is annually budgeted by the Board of Regents in an amount of approximately $85,000 a year that may be used for instructional programs only. The services of the department are available to any academic area on the campus, but most of the funds just mentioned have been used by the department as listed in Paragraph 5 under Present Activities. In addition to the funding by the University, the

Department of Educational Television, through contracts and grants, has managed historically to raise approximately $70,000 a year, which funds the presentation of broadcasts shown each evening on KTXT-TV, Channel 5.

No funds have ever been appropriated to the Division of Continuing Education for evening classes or conferences, institutes, workshops, short courses, etc., because these have represented no expense to the Division. On rare occasions, and in very limited amounts, the Department of Educational Television has assisted other departments or agencies when the image of Texas Tech might have been slightly tarnished without such assistance.

Problems

1. Independent Study or Correspondence Courses

Credit for any success that the Department of Independent Study has had must go to the faculty. Once the student is registered and assigned to a faculty for a correspondence course, the Department of Independent Study is not involved again until the student is ready to take the final exam. The manner in which the members of the faculty at Texas Tech have handled the correspondence with the students has been absolutely fantastic. No other university or college gets the corrected lessons back to the students as quickly as this is accomplished at Texas Tech.

The Assistant Director for Independent Study and his staff, with the cooperation of the academic departments, are constantly striving to improve the study syllabi for the various courses. The staff also is constantly making improvements in the paperwork flow to speed up the registration process, the handling of final examinations, the reporting of grades, and a retrieval system for verification of courses previously completed.

This department occupies one of the oldest "temporary" buildings on the campus, which has a most inadequate heating and cooling system. In addition, the building is just plain depressing in appearance and provides a most unpleasant working atmosphere.

Comparison with other universities and colleges indicates that our rate of pay for grading correspondence courses is competitive, if not superior, to most schools. But we do not adequately compensate the faculty for the development of syllabi for the courses. This problem area is one which must receive attention in the near future.

2. Off-Campus or Extension Courses

The academic deans and department chairmen have made it possible for Texas Tech to respond to 99 percent of the requests for extension classes directed to the Division of Continuing Education. While the number of extension classes has increased greatly in the past 3 years (from 4 or 5 classes per semester to 12 to 15), this university has not touched the surface of what it should be doing in off-campus classes. The fact that the University receives no State support for off-campus classes giving nonresidence credit is very detrimental to an outreach program. Since each class must be self-supporting, to the extent that the enrollment must generate enough income to pay the instructor's fee and his travel expenses, it is difficult to organize classes in great numbers in a rural area like West Texas.

When the Southern Association of Colleges and Schools revised Standards IX and X, it provided its accredited members with a great opportunity to offer residence credit courses in off-campus centers. Residence credit courses. even when offered off-campus, generate formula funds from the State of Texas. Therefore, the class size will not have to be as large as it was when offered on an extension basis.

The problem facing us now is, How do we develop a willingness on the part of our faculty to travel to the various centers and teach a class as part of their regular teaching load? Payment of their travel expense presents no problem, but what do we do about travel time? This is the problem that needs to be resolved

Another problem in conjunction with off-campus classes, even after the question of faculty compensation has been resolved, is, How do we organize classes in centers throughout West Texas?

3. Conferences, Institutes, Workshops, Short Courses, etc.

The Division of Continuing Education needs a staff to take the burden of housekeeping chores off of the academic people in preparation for conferences, institutes, workshops, etc. There must be some seed money used to get a good program of noncredit activities underway on the campus of Texas Tech. The staff initially need not be large; and, as the program develops, it will gradually become self-supporting.

4. Evening Classes on Campus

Evening classes on campus presently present no problems to the Division of Continuing Education, but they will be mentioned in the section on Recommendations.

5. Educational Television

The problem facing all noncommercial television stations is MONEY. KTXT-TV, licensed to Texas Tech University, is no exception. The Educational Television Department needs color originating equipment. KTXT-TV can retransmit, immediately, a color program fed to it by interconnection from a color capable station. But, if KTXT-TV wishes to delay the broadcast of that program by recording it on videotape, it can do so only in black and white. The only color programs that are seen on KTXT-TV are those that are being fed to us by interconnection at the time the program is being viewed locally.

Another problem for Educational Television, which, if resolved, would greatly contribute to the relief of the problem just described, is need of academic and financial participation in education television on the part of the independent school districts within the coverage area of Channel 5. KTXT-TV can reach approximately 80,000 public school scholastics, and the normal fee for a 6-hour day of public school programming is $1.50 per student per year. If KTXT-TV could get 75 percent of the independent school districts in the coverage area to participate academically and financially, this support would generate for the station approximately $90,000 per year, which would more than cover the expense of such broadcasts and enable the station to conduct a full day of broadcasting.

Recommendations

The Chairman of the Committee has submitted 13 tentative recommendations, most of which I heartily endorse. It should be pointed out that the chairman's recommendation number 10 is already a requirement set by the Standards of the Southern Association of Colleges and Schools.

Certainly, more deliberation will be necessary before a final set of recommendations is presented to the administration. I feel that this deliberation is particularly necessary in regard to recommendations 4 and 10.

The Chairman's recommendations are so comprehensive that the recommendations which I submit may be viewed as internal matters which should be settled within the Division. However, I wish to be very specific so that these will not be lost in the broad picture. Accordingly, I submit the following as additional, supplemental, or call them what you may, recommendations:

1. That the University increase the number of courses offered in the evening and publicize this through all media, particularly the newspapers. Well-planned publicity, with provisions for mail and telephone responses, could furnish the guidelines for determining which courses should be offered and what hours would be most desirable.

2. That special enrollment procedures be provided for individuals wishing to take fewer than four credit hours per semester. We have informally reviewed this with the Registrar, and such a procedure appears to present no particular problems.

3. That the Administration decide whether off-campus classes will be offered as residence or as nonresidence credit and determine the method of compensating instructors for teaching in and traveling to off-campus centers. (If Texas Tech does not provide residence credit for off-campus classes, other universities are ready to fill this void just as soon as we indicate we are not going to.)

4. That the Administration authorize the academic deans and the departmental chairmen to appoint adjunct professors to instruct off-campus residence classes when faculty assignments preclude the ability of a given academic department to meet an expressed need.

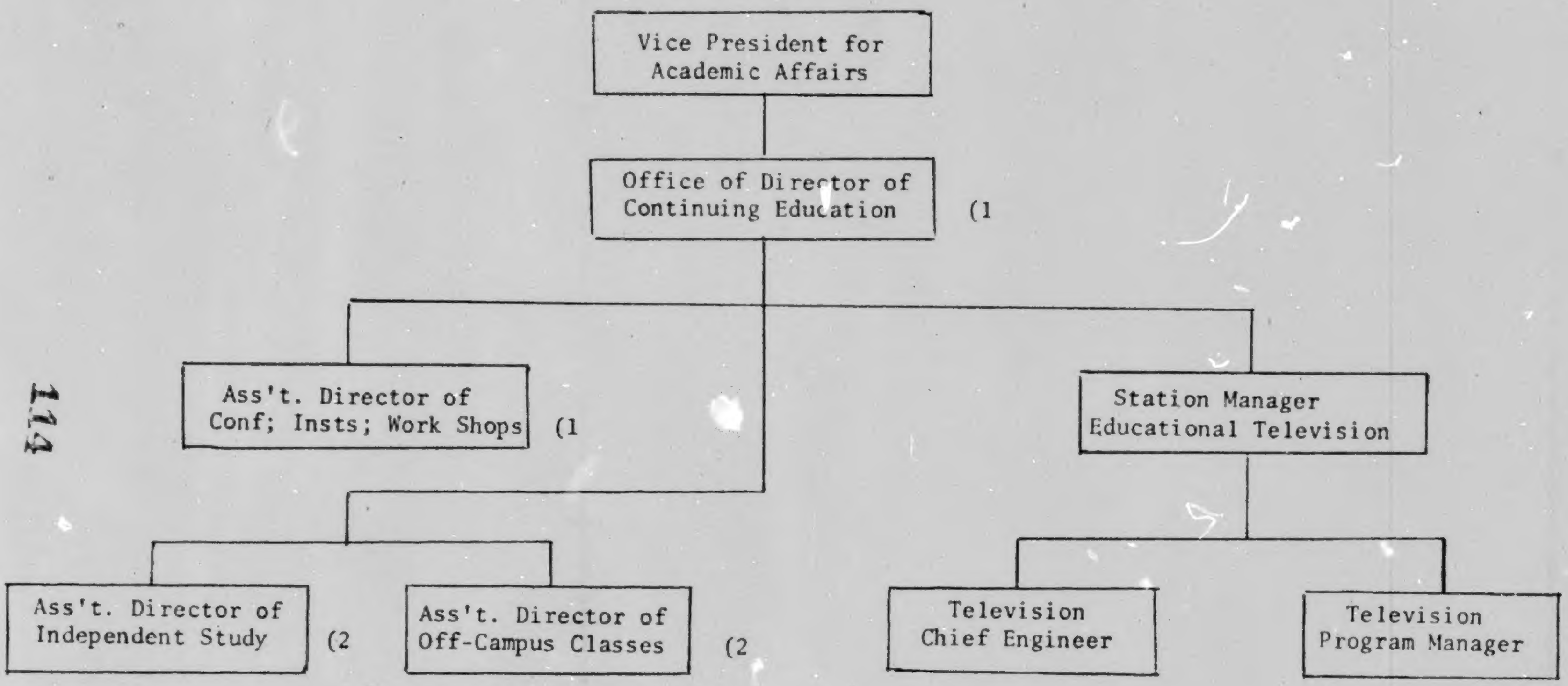
5. That the Division of Continuing Education be authorized, on a part-time basis, to designate educators in various areas to serve as organizers of off-campus classes. (The fee paid to an organizer would be a very nominal one. This system has been very successful at other universities.)

6. That the Administration work with the Division of Continuing Education and particularly with the Department of Educational Television, to encourage academic and financial participation by the independent school districts of this area in educational television. (The educational television station in Dallas is presently serving the public schools of Odessa, Texas. The same station is in position to serve the public schools in Amarillo, Lamesa, and Plainview. The University at Portales, New Mexico, has applied for a television channel, and upon its activation it will be in position to serve the cities of the west of Lubbock.)

7. That the Administration proceed with as much expediency as possible to provide even temporary housing that will provide more pleasant working conditions than the present building housing Correspondence and Off-Campus Classes. The stress of this recommendation is not to provide more pleasant working conditions for the employees, but to provide a building with atmosphere that will be appealing to the adults who wish to continue their education on a part-time basis and who will be visiting these offices for that purpose.

The offices for the Division of Continuing Education should not be housed in the same building as the other offices for Student Services. The adult student would like to be able to go to a building that he feels is for adults, and to feel that he doesn't have to go through the same processes that the 18 - to 22-year old student does. Many universities have found this separation to be a most important factor.

CONTINUING EDUCATION ORGANIZATIONAL CHART


Vice President for Academic Affairs
Office of Director of Continuing Education
(1
Ass't. Director of Conf; Insts; Work Shops
(1
Station Manager Educational Television
Ass't. Director of Independent Study
(2
Ass't. Director of Off-Campus Classes
(2
Television Chief Engineer
Television Program Manager

(1 Presently dual assignments
(2 Presently dual assignments

DEVELOPMENT OF PROCESS FOR FACILITATING THE PARTICIPATION OF STATE GOVERNMENT EMPLOYEES IN CONTINUING EDUCATION

Anita Brewer
Austin Community College

Introduction

Austin is unique in the number and variety of governmental units located within its environs. Not only is it the Capital City of Texas, but it is the county seat of Travis County. Its federal offices include a regional office of the Internal Revenue Service and a large federal office complex. Bergstrom Air Force Base is contiguous to the city and implements the current Air Force policies of encouraging enlisted personnel to enroll in as many college level courses as they can work into their off-duty schedules. In addition to the more than 200 state agencies with offices in Austin, the Austin State School and the Travis State School (for Retarded Persons) are both located in Austin as are the Austin State Hospital, the Texas School for the Deaf, and the Texas School for the Blind. Austin also has a large and progressive city government.

Austin is a microcosm of all levels and types of governmental agencies. The staff of Austin Community College considered working on a process to facilitate and encourage governmental employees of all levels to participate in adult and continuing education to improve their employment effectiveness and their own effectiveness as human beings. The enormity of this task mitigated against it, so a compromise proposal was submitted to concentrate on *state* governmental employees.

This was a wise decision for many reasons: (1) studying the complexity, breadth, and variety of the tasks and training needs of Texas State Government is a monumental task in itself; (2) the federal government, and especially the Department of Defense, have initiated training programs already in conjunction with colleges and universities; and (3) other studies are being conducted of local government training needs.

The Literature in the Field

This study has depended heavily on a comprehensive study conducted by the Lyndon B. Johnson School of Public Affairs' Bureau of Government

Research, *State Employee Training Needs Inventory* (1973). The LBJ School's analysis of the training needs for state government employees, based on extensive questionnaires and interviews, has been accepted as a needs base for Austin Community College's study of delivery systems for continuing education for state employees.

Another relevant study, conducted concurrently with the Needs Inventory, was completed by the Texas Research League and concentrated on personnel policies and administrative practices of state agencies. Its title: *Quality Texas Government: People Make the Difference.*

A New Focus for Man and His Work, prepared by the Texas Employment Commission, emphasizes the emerging necessity for continuous education and continuous training and re-training to meet the manpower needs of a dynamic employment situation.

The study staff has attempted to keep abreast of the current literature, both popular and academic, in the field of continuing education, e.g., " The Energy Crisis Is Obsolete" in the December 30, 1973, issue, The Washington Post; "As Full-Time Enrollment Levels Off, More Colleges Push Adult Education," in the December 27 issue, The Wall Street Journal; and the work being done this year by Delta Kappa Gamma (professional society for women in education), whose 1973-74 theme is continuing education.

The staff also has read with interest the study conducted by Dallas County Community College District, *Partnership in Manpower*.

State agencies have been most gracious in providing copies of their training policies and plans to the study staff.

The Research Scheme

The project staff conducted in-depth interviews with heads of state agencies, with agency training directors, with the executive director of the Governor's Office of Equal Employment Opportunity, with the project director of the LBJ School's Needs Inventory, and with the directors of the study, *A New Focus for Man and His Work.* The results of these interviews were compared with the findings and recommendations growing out of the LBJ School's study.

Superimposed over the needs -- or the "market" -- for continuing education for state employees are the capabilities, now and potential, of colleges and universities to deliver continuing education to state employees. Some of the barriers to continuing education identified in the interviews and the literature were considered side by side with the opportunities available and often unused in both the state agencies and the institutions of higher education. From this kind of analysis, the project staff developed recommendations for various kinds of rewards and delivery systems which might not open educational doors which have not been opened, indeed which have never been even rapped upon.

Limits of the Study

This study was limited from the beginning by time and resources. However, both limitations have been mitigated by the availability of recent pertinent studies of state training needs as well as the cooperation of state agency heads and training directors in providing information and insights.

No attempt has been made to consider continuing education needs and desires of state employees beyond those associated with job performance or upgrading. The vast area of avocational study and liberal arts study has been ignored although many state employees, like members of the general population, would like to participate in such learning experiences.

Organization of the Report

The report of the study is divided into (1) description of the state government market for continuing education, (2) description of available resources to provide the continuing education needs, (3) analysis of problems or implementing a continuing education program, and (4) analysis of possible solutions to these problems.

The conclusions section sets forth the findings of the study, and the last chapter contains recommendations growing out of the study.

The State Employee Market For Continuing Education

> "*...adult and continuing education is still probably the most underdeveloped market in post-secondary education today.*" -- John E. Gray

While heads of state agencies, employing some 65,000 persons, indicate awareness that continuing education is one of the most potent tools available to them for increasing effectiveness and efficiency of their employees, only a small percentage of state employees presently are involved in continuing education.

According to the findings of the Office of Research of the Lyndon B. Johnson School of Public Affairs at The University of Texas in its *State Employee Training Needs Inventory*, position qualifications now cover more than 1,200 classified state positions, and merit system exams as a prerequisite to employment are given in increasing numbers. Thus, most employees entering state service are qualified for the jobs they are assigned to.

"Little attention has been given, however, to the continuing education needs of employees after they have begun their careers with the state," note the authors of the LBJ School report. "The growth in size and complexity of state government over the past several years suggests that continued training of employees already in state service is equally as important as the application of standards for initial employment.

Another relevant finding was that many professional/technical employees perceive a gap between job skills and job requirements and agency mission and objectives.

The two areas these employees mentioned most often as training concerns are written/visual communications skills and state and federal laws/regulations. On the other hand, supervisory personnel indicated needs for training in the following:

- administrative management skills, practices, and techniques
- interpersonal relations including employer-employee relations, motivation, etc.
- labor relations skills, practices, and techniques
- performance (including productivity) evaluation
- organization of state government

The LBJ School research staff recommended that a career development program be designed to focus on the broader requirements of supervisory responsibilities, as contrasted with the more technical courses recommended for the skills training program.

"The course of instruction should prepare supervisors to deal effectively with subordinates as well as with higher level administrative personnel," is the recommendation. "The program should be comparable in scope and intensity to junior college level programs."

Findings and recommendations of the LBJ School research staff were corroborated in interviews conducted for this continuing education project.

William T. Thomas, Director of Training for the Texas Employment Commission, says only 15 percent of the TEC employees have participated in the commission's out-service training program. He estimates that at least 50 percent would participate if funds were available. TEC employee participation in such programs is larger than that of any other agency because it is the only one with funds for that purpose.

The TEC's out-service program is funded under a federal grant of Special Training Project funds. During 1973-74, 150 TEC employees from over the state go to college at night working toward a degree. The grant pays tuition and fees, but the student must go at night (or after working hours) and must furnish his own textbooks. Also, the employee must take job-related courses -- courses which will assist him or his immediate job or for another job in the Commission.

During the past six years that TEC has participated in this program, it has adhered closely to priorities for training money set by the U.S. Department of Labor. During 1973-74 the funds were limited to "community service aides" -- persons now holding jobs as janitors or clerks, the lower paid echelons.

In addition to the out-service training program, which is unique to the TEC and is implemented through inter-agency contracts with state colleges and universities, the TEC -- like other agencies -- conducts an on-going in-service program dedicated to helping employees advance and to be able to manage change.

"New priorities, new training needs are always emerging," says Mr. Thomas. Nationally, the U.S. Department of Labor has designated as a top priority the readjustment of the Viet Nam veteran. In response to this, the TEC now is working with 95 employees throughout the state, training them to be more effective in helping Viet Nam veterans adjust to civilian work or education.

Another example of the rapidly changing nature of the work of state employees, especially when it is closely connected with federal policies and guidelines, is the situation of the State Department of Public Welfare. Raymond Vowell, commissioner of welfare, often has pointed to the training problems of that agency in keeping employees abreast of new regulations from Washington. Changing eligibility requirements for welfare recipients all involve re-training of staff. So important is training for the Department of Public Welfare that each employee is obligated for 12 days of training each year.

Much of this training is conducted by the agency itself. Mr. Vowell and his staff presently are working to employee multi-media and self-paced learning systems in an effort to simplify the learning of complex and sensitive job skills required of welfare workers. The Department of Public Welfare also is cooperating with state colleges and universities in contracting for special training courses for employees. The University of Houston, University of Texas at Arlington, and University of Texas at Austin Schools of Social Work have presented five-day, two-day, and three-day programs for the State Department of Public Welfare in such subjects as Management and Organizational Behavior, Manpower for Planning, Issues in Social Welfare, Advanced Management for Human Services Fields, and Legal Implications in Social Work.

The importance state officials place in training is illustrated also by the statement of Bob Drake, superintendent of the Gatesville State School for Boys. The Austin American-Statesman reported on January 1, 1974, that Mr. Drake planned a host of changes at Gatesville, "and chief among them is the re-training of his entire staff." Seven hundred employees were scheduled to participate in that training.

Another indication of the growing market for continuing education for state employees comes from Lorenzo Cole, executive director of the Governor's Office of Equal Employment Opportunity. He views the providing of continuing education opportunities as a tremendous tool for agencies implementing Affirmative Action Plans. He names shorthand and mid-management as courses which would help to upgrade the skills of persons now in low-level state jobs so they will be able to move upward.

As Mr. Cole works with state agenices in the writing and implementing of their Affirmative Action Plans, he perceives a need for training of employers to enhance their understandings of human dignity, human drives and motivations, differences in cultures, and sensitivity to others.

Mr. Cole emphasizes his belief that mediocrity has no place in state government; he believes every job should be filled by someone capable of doing it well. He believes just as strongly that "this degree business" must be de-emphasized. "Many jobs presently specify a college degree for entry that don't really require degrees to perform", says Mr. Cole. "Experience sometimes can be much more useful than degrees."

Nearly every state official interviewed agreed that they like to stay away from too much generalized training.

"We like to work with colleges and universities who will tailor the theory to our needs," emphasizes Mr. Thomas (TEC). "We have found that it's very difficult for our employees to take theory and apply it to their specific jobs."

This coincides with a finding of the Texas Research League that Texas state government is *not* monolithic in its training needs or desires. "In a very real sense, there are *no* state employees but there are employees of *separate* departments and agencies," the League suggests.

Findings

- A very small percent of Texas state government employees now participate in training programs.
- Many more state employees would take advantage of in-service and out-service education if funds were available for it.
- Complexity of state government tasks suggests that continued training of employees already in state service is equally as important as the application of standards for initial employment.

- Professional/technical employees perceive a gap between job skills and job requirements and agency mission and objectives.
- Two areas most often mentioned as training concerns by employees are written/visual communication skills and state and federal laws/regulations.
- Supervisory personnel perceive need for training in administrative management, interpersonal relations, labor relations, performance evaluation, and organization of state government.
- Continuing education is perceived as an important tool for agencies implementing Affirmative Action Plans.
- State officials prefer courses for their employees tailored for specific agency needs over generalized, theoretical courses.

Implications

The findings suggest that continuing education for state employees is urgently needed and presently has been tapped only superficially, when at all.

Summary and Conclusions

The market for continuing education exists for state government employees. Creative ways for providing this continuing education are the combined responsibility of individual state agencies and the colleges and universities which have the resources for providing education to state employees.

Training Resources For State Employees

> *"Those who fight for pollution-free cars are like the 19th century people who wanted brighter gaslights, larger plowshares, faster spinning wheels, more nimble town criers. The answer is to transcend the car. Find something better. And that goes for everything."* -- F. M. Esfandiary

Continuing Education is so important for the decade of the 1970's that it cannot be left to chance and to the more-of-the-same that has characterized higher education throughout its history. For starters, continuing education for state employees can transcend traditional higher education.

William T. Thomas, Director of Training for the Texas Employment Commission, says few barriers other than financial prevent state employees from participating in continuing education. For example, 40 employees of the TEC in the Dallas-Fort Worth area -- 20 entry employees and 20 seasoned employees -- were given the opportunity to upgrade their skills by taking college courses during a two-year period. Of the 40, only three or four dropped out. The one barrier area Mr. Thomas does mention comprises the children of working mothers.

"It's very difficult for a woman to work all day, go home and prepare supper, then find a babysitter so she can take a night class," he says.

Why sentence her then to a night class?

The bulk of Texas state employees live and work in Austin. The Capitol complex is adjacent to The University of Texas at Austin and Austin Community College, with four campuses, is only a few blocks away in at least two directions. The University of Texas Division of Extension and Austin Community College both offer a broad range of evening classes, yet those state employees participating in continuing education are small in number.

Throwing off the thought shackles that have set the mold for higher education and continuing education would take the college and university away from the campus and to state government buildings. Virtually all the state office buildings have spacious conference or meeting rooms adaptable to multi-media and other modern teaching devices. These meeting rooms are rarely used at noon or immediately before or after work and easily could be turned into classrooms during those hours.

Because providing continuing education to state employees is mutually beneficial to both state government and higher education, the initiative for providing courses for employees may be taken by either a state agency or a college or university. A careful syncopation of needs and resources before a class is offered will increase both its success and the level of participation in it.

An example of a successful such venture is New York University's Graduate School of Business Administration where more than 75 percent of the students hold regular jobs and attend evening classes. The Wall Street Journal (Thursday, December 7, 1973) reports: "Working with major accounting firms, the school recently expanded with a program that prepares students for certified-public-accountant examinations, handles much of the firms' internal staff training and leads to a master's degree in accounting."

This model could be adapted easily to state employees' continuing education needs -- both in preparing students for specialty examinations and handling internal staff training.

Weekend courses, brown bag noontime classes, before and after work classes *in state office buildings* would save transportation costs and time for students. Some state agencies would find it easier to grant an hour's leave from work to attend class if the employers didn't have to count also the time lost from work in transit from work to class and back.

Colleges and universities in Texas have been notably dilatory in providing continuing education to state agencies. In a look at the "Inventory of In-Service Training Programs" one is more likely to see courses conducted by the College of Insurance, New York, or the Service Engineers Association, Inc., or the U.S. Department of Commerce than colleges and universities.

Sometimes the training comes from a great distance, e.g., for the Water Development Board, a course on "Optimization of Irrigation and Drainage Systems" from the Nebraska Center for Continuing Education.

Findings

- Most state agencies have conference rooms or other space which could be made available for continuing education classes before or after work or at lunch time.
- The national and state energy crisis, which has dramatically emerged as a first priority for future planning on all fronts during the progress of this study, will force planners of training programs for state employees to consider saving of transportation and optimal utilization of heating and lighting, along with course content.
- Presently, continuing education for state employees follows traditional higher education formats.

Implications

Possibilities for venturous and creative new ways of delivering continuing education to state employees are infinite.

Summary and Conclusions

Higher education components capable of providing continuing education to state employees exist near the state office buildings. Creative leadership from both state agencies and institutions of higher learning could attract many times the numbers of students now participating.

Financing Continuing Education For State Employees

> *"Financing for continuing education and community service should not be determined solely on the principle of being self-supporting but rather on the principle of fulfilling the educational responsibility of the institution to its constituents."*
>
> -- Southern Association of Colleges and Schools

Continuing education for state employees is beneficial to (1) the state agencies whose effectiveness should be improved by more skilled, better educated employees; (2) the employees themselves who will improve their personal as well as professional effectiveness; and (3) the institutions providing the continuing education who will have yet another vehicle for "fulfilling their educational responsibility to their constituents."

Providing continuing education for state employees will be enhanced considerably by a state funding formula for state appropriations and/or reimbursement to the colleges and universities providing continuing education and community service. Formula decisions will have a major impact on other funding decisions.

A basic principle of Coordinating Board leadership in this area is that a fair share of the direct costs of continuing education should be borne by those who benefit from it. In a unique sense, the people of Texas will profit by a more efficient, more skilled, more able state government ... and state government is people. Because of this inherent benefit to the State of Texas, more of a case can be made for the state bearing a larger percentage of the costs of instruction for state employees than for other continuing education. A different formula for state employees, however, would be unwise for several reasons, the most important: It would take the state agency out of curriculum planning responsibility, with a deterioration in both the course relevance and the commitment of the agency to encourage employees to participate.

The continuing education funding for state employees would be considerably improved if the agencies would include in their budget requests training components, with realistic justification for training needs and for training benefits to the people of Texas. These budget requests could be considerably strengthened by consultation with the colleges and universities most likely to provide the proposed continuing education.

Both formula funding to the colleges and universities providing continuing education and appropriations for training to the state agencies employing the continuing education students will diminish much of the costs to the students themselves.

The axiom is obvious: The more of the costs of continuing education that can be borne by other than the employee, the greater the participation.

Policies are urgent for delineating for agency and employee who shall bear what part of the costs. A suggested policy: That costs of continuing education for state employees be borne in these ways:

(a) that the agency pay for courses which are aimed specifically toward providing some skills immediately needed by the employer,
(b) that the state provide release time for employees seeking to improve their own employment status by additional training but that the direct costs of the instruction be borne by the student,
(c) that some few persons be granted sabbaticals to spend their full time learning some unique and needed skill.

Two European countries, France and Germany, using a wage tax as a means of financing continuing education, also divide training using the tax money into the following types:

(a) Skill conversion,
(b) Adaptation,
(c) Upgrading,
(d) Refresher or Advanced Training, and
(e) Preparatory and Youth Training Courses.

Most of these have implications for state government.

Findings

- Benefits to the State of Texas of continuing education for state employees will justify the state providing financial assistance for such education.
- The more of the costs of continuing education that can be borne by other than the employee, the greater the participation.

Implications

The state, through a combination of formula and state agency funding, should bear the bulk of continuing education costs for state employees.

Summary and Conclusions

An efficient and productive state government is beneficial to all the people of the state; therefore, a good case can be made to the people of the state and to the Legislature that the state should encourage through adequate funding continuing education for state employees.

Suggested Procedures For Implementing Comprehensive Continuing Education Programs For State Employees

"The quality of American education and the tone of community life are inseparable, and that strengthening of the continuing education and community service activities at our public and private colleges and universities is indispensable to an amelioration of some of our most critical community problems."
-- Sixth Annual Report of the National
Advisory Council on Extension and
Continuing Education, 1972

The needs for continuing education for state employees in Texas are worthy of the most inventive thinking available. The variety and complexity of state government careers, the increasing rate that state government skills become obsolete, new problems created by federal regulations and acceleration of urbanization, the crisis in understanding and confidence of government at all levels converge to dictate solutions.

An available solution is an enlightened system of continuing education available to state employees at all levels.

While working on this project, some ideas that have worked well in other places were rejected by the staff because of the unique organization of Texas state government with its multiple agencies, each of which is virtually autonomous. For example, the training needs of state government employees in Michigan are served through a contract between Wayne State University and the Civil Service Commission of Michigan.

Only 12 of the more than 200 Texas state agencies belong to the Merit System Council, thus precluding widespread participation in any arrangement which might exclude non-members of the Council. The agencies belonging to the Merit System Council include the Texas Employment Commission; the Texas Department of Health; the Texas Department of Mental Health and Mental Retardation; the Texas Department of Public Welfare, the Division of Defense and Disaster Relief of the Texas Department of Public Safety, the Governor's Committee on Aging, the Air Control Board; the Office of Manpower Planning; the Office of Comprehensive Health Planning, Youth Secretariat, Department of Community Affairs; Human Resources Section, Governor's Committee for Planning Coordination; and the Texas Alcoholism Commission.

As recommended in the LBJ School of Public Affairs study report, a comprehensive state policy on training of employees is an imperative first step. Equally as important, however, is a comprehensive plan to provide and to deliver educational services to the agencies. This plan is the responsibility of colleges and universities in geographical areas with large numbers of state employees. In the past, the initiatives for training have emanated from the state agencies; colleges and universities, also, should make venturesome moves to provide these services.

Much more could be accomplished if the state agency training directors were informed about the wealth, variety, and scope of available training.

Additionally, colleges and universities are encouraged to move away from traditional thinking about delivering educational services, i.e., the attitude that if they offer courses on the campus at announced hours, they have done their part. Recognizing that education is a moveable feast which can be catered in a state office building as well as served in the halls of academe could do much toward encouraging more participation.

Because Texas has an unusually large number of agencies with different responsibilities and thus requiring personnel with different kinds of skills and knowledge, a central state training office -- which might operate more efficiently -- does not appear to be the best way to coordinate and deliver continuing education. State agency officials should retain the freedom to develop and implement those training programs for which the need is most imperative. Sometimes the need may be immediate, and a training director should be able to pick up the telephone and ask for assistance from higher education without having to go through another government agency.

One agency could well be designated as a clearing house and information center for training programs. If such an information system were set up, personnel from one agency might be able to participate in a training program of another on a space available basis. Another positive outcome of an information system would be that it would generate a cross-fertilization of ideas for effective training programs.

Some kinds of needed continuing education are not tied to the work of a particular agency. Such skills as effective writing, publications design and production, typing, personnel management, mid-management skills, human relations, and public relations are needed by employees of every agency. Training programs for these skills and other similar competencies could be offered on a continuing basis and be available on an inter-agency or multi-agency basis. The Texas Employment Commission would be a logical agency to undertake these kinds of training responsibility. The Texas Public Employees Association also might be an effective local point for cooperative training programs.

In line with the responsibility of colleges and universities to initiate continuing education for state employees, the colleges and universities could make periodic reports to training directors about the kinds of courses they have available with an offer to work with the training directors in custom-tailoring the courses to the agency needs. Agency directors are virtually unanimous in saying employees receive little carry-over value from taking a generalized, theoretic course.

"We need the day-to-day applications to be pointed out and stressed," says the training director at the Texas Employment Commission.

Colleges and universities would profit by working with the state agencies in formulating rewards systems for employees participating in training programs. One of the most popular continuing education courses available, from time to time, to state employees is defensive driving. Favorable insurance rates are the reward for taking the course. State agencies can provide rewards in the form of promotions and salary increments; colleges and universities can provide rewards in the form of college credits.

The following table summarizes the responsibilities to be shared by state government and colleges and universities for increased state employee participation in continuing education.

TABLE 1

RESPONSIBILITIES OF STATE GOVERNMENT AND COLLEGES AND UNIVERSITIES IN ENCOURAGING CONTINUING EDUCATION TO STATE EMPLOYEES

State Government	Colleges and Universities
Formulate state policy on training of employees	Provide leadership and initiative in delivering continuing education to state employees
Inventory times, e.g., immediately before or after work or at lunch time, when employees could conveniently take courses	Move instruction to the state employees, at times and places convenient to them
Inventory state facilities for instructional space	Custom-tailor courses to the needs of the state agencies and the state employees
Provide colleges and universities with information about priorities for training	Make available to state agency training directors, on a continuing basis, lists of courses which may be relevant to the agencies' needs
Designate an agency to be the clearing house for information about courses suitable for inter-agency or multi-agency use	Be willing to make individual agreements for delivery of continuing education with individual agencies
Formulate rewards system for employees who participate in continuing education	Provide rewards in the form of college credit to state employees who participate in continuing education

Conclusions

Overall conclusions from this study are that a massive continuing education program for state employees will benefit state agencies, state employees, colleges and universities providing the programs, and the Texas citizenry who will profit from a more efficient state government.

A new partnership is indicated between state government and higher education to combine the strengths of both into a viable and dynamic system of delivering continuing education to state employees. Few hard and fast rules can be made to promote more continuing education. The very nature of Texas' state government, with its more than 200 state agencies, and the changing responsibilities of higher education as it moves away from the ivory tower to where the people are combine to encourage a flexible, growing cooperation.

Suggestions for implementing a continuing education system for state employees are presented in preceding chapters of this report. Because each of the 200+ agencies has differing and changing needs for training, the system will work better if it is not allowed to become excessively structured. Individual arrangements will be necessary between each state agency and the higher education institution providing the training. Sometimes the education programs will be planned far in advance; sometimes they will be in response to an immediate and urgent need.

Findings

Among the principal findings of this study:

- Texas State Government is *not* monolithic in its training needs or desires. The Texas Research League pointed out that "in a very real sense, there are *no* state employees" but there are employees of *separate* departments and agencies.
- Texas has no overall state policy encouraging continuing education and training of its employees.
- Those state agencies encouraging continuing education for their employees usually initiate the training. In the past, the state directors of training have sought expertise from the colleges and universities. Rarely has the initiation of training come from the colleges and universities.
- Most state agencies have conference rooms or other space which could be made available for continuing education classes before or after work or at lunchtime.

- Many state agencies presently have funds designated for training; as cost effectiveness is demonstrated, these could probably be expanded significantly.
- No rewards system has been worked out to encourage participation in training. Success of such programs as defensive driving, where the reward is lower insurance rates, indicates that the greater the rewards, the greater the participation.
- The Texas Employment Commission, with employee education funds available from the federal government, has experienced virtually no dropouts in its out-service programs, indicating a desire, even a hunger, for this type of continuing education.
- The executive director of the Governor's Office of Equal Employment Opportunity believes continuing education can be a powerful impetus toward realization of equal employment goals of state agencies.
- The state's 65,000 employees are all potential continuing education students.

Study Objectives

This study, designed to assess needs and suggest alternative strategies to encourage participation in continuing education for state employees, has found considerable indication that a great opportunity exists to enhance -- through education -- both the effectiveness of state employees as workers and as human beings.

Continuing education for state employees is limited only by lack of vision of higher education and state government.

Recommendations

Recommendations for implementation of the delivery of more effective continuing education to state government employees are on three levels: Overall state policy (legislative), state agency procedures, and college and university procedures.

Overall State Policy Recommendations

That a state policy be adopted to encourage continuing training for state employees to increase efficiency and effectiveness of state government.

That a rewards system, providing for promotions and/or salary increases for state employees after successful completion of specified training objectives, be instituted.

That one state agency be designated as the clearing house for information about continuing education courses, especially those programs which are designed to improve skills on an inter-agency or multi-agency basis.

That adequate funding be provided state agencies to encourage the implementation of training programs relevant to their responsibilities.

That a formula for funding colleges and universities providing continuing education at non-traditional times and places be adopted to encourage aggressive and venturesome experimentation by colleges and universities.

Recommendations for State Agencies

That training goals be included in the Affirmative Action Plans for state agencies.

That inventories be made of convenient times and places for state employees to participate in training sessions.

That colleges and universities be provided with information about the agencies' training priorities.

That continuing study be initiated of employee training interests and needs.

That release time for training be provided employees.

Recommendations for Colleges and Universities

That colleges and universities indicate willingness to adapt regular course offerings to the specific needs of state agencies and their employees.

That colleges and universities take aggressive initiative in acquainting state agencies with what they have to offer.

That colleges and universities be willing to move instruction away from the campuses to locations more convenient to state employees.

That courses for state employees be developed with college credit rewards.

That traditional 50-minute class blocks be reexamined for relevance to state training needs.

Continuing education for state employees is an idea whose time has arrived. The only thing standing between its implementation on a large scale is dynamic leadership, sparked by rewards certain enough to ignite it.

ADULT AND CONTINUING EDUCATION PROGRAMS FOR MEETING THE NEEDS OF LOCAL GOVERNMENT IN TEXAS

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Introduction

If there is a single point that stands out in any evaluation of the role of higher education in responding to the needs of persons, it is the common and continuing emphasis on the rapid changes that appear to be overwhelming contemporary man. This feeling may help explain why for several years colleges and universities have acknowledged that they have at least some responsibility for community service and continuing education. Even the Academy of Arts and Sciences included a report on continuing education in its recent collection of papers on the contemporary university. Endorsement of continuing education by the university, however, is mainly uncertain, hesitant, and inconsistent, a bit like a popular dance of an earlier era called the Wilson tango -- one step forward, two steps back, a side step, and then a moment of hesitation. There are many reasons why this dance prevails in higher education, but the one most central here is the lack of clarity regarding the roles assigned to the unit responsible for continuing education and a lack of adequate information concerning the needs of client groups. For the changing world dictates not merely larger parts for continuing education, but also significantly different ones. On the whole, it is safe to say, we are not very sure what the needs have been and what the role of continuing education should have been. And such vagueness is particularly evident in relation to the complex and turbulent arenas of political, social, and economic life.

This paper, prepared under the auspices of the Coordinating Board of the Texas College and University System and its project for the preparation of the *Texas State Plan for Adult and Continuing Education,* will seek to identify the needs of local government in Texas for adult and continuing education programs and recommend certain policies and strategies for effectively developing relevant and necessary programs and delivering them.

The Division of Civic Affairs of Texas Christian University is particularly indebted to Mr. Barry Lovelace of the Lyndon B. Johnson School of Public Affairs, University of Texas, to the Executive Directors of the Texas State Department of Community Affairs, Texas Municipal League and the Texas Association of Counties for their thoughts, concern and interest. The Division also appreciates the assistance of Mr. William Ethridge and Mr. Morris Brooks of the Dallas Regional Office of the United States Civil Service Commission.

The University and Community Service - An Overview

During the past half century, community services and continuing education activities in higher educational institutions have developed to a point where such programs are growing at a more rapid rate than is education for young people. Today, the college-based adult education program is being called on to alter its earlier direction and focus.[1]

Continuing education in the past centered on classes for the personal development of the educated middle-class who could pay their own way. The pattern has been for colleges and universities to "take on " projects from time to time or for individual faculty members to become engaged with business organizations and government agencies with regard to a specific need or problem.

Now communities - social, political, and geographic - faced with a myriad of environmental and human communications problems are seeking the aid of higher education in strengthening community resources and in working toward solutions of problems in the areas of housing, government operations, pollution control and civic responsibility.

The particular role of the university in community service and continuing education in the United States is the product of the American university which is distinct from other models. Briefly, the ideology of the American University has been suggested to be the product of four major distinct strands of historical development:

1. the 12th and 13th century model which was designed to train theologians, doctors, lawyers, and students of philosophy;
2. the British tradition stressing quality education for a select group of undergraduates;

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[1] Speech by J. Eugene Welden, Acting Director, Continuing Education and Community Service Programs, U.S. Office of Education, Department of Health, Education and Welfare, delivered at Columbus, Ohio, June 4, 1968.

3. the German tradition emphasizing research, specialized graduate training and the advancement of knowledge; and
4. the American strand originating through the Morrill Act of 1862 which gave birth to the land grant state colleges and universities, and democratized the opportunities for higher education. This strand also represented an effort to make the university both responsive and responsible to the needs of society. With its problem-solving focus a model was evolved which may have important lessons for the university in its search for a more relevant role today.

Thus, not until the late modern time period does the university begin to develop an important role as a disturbing, even revolutionary force. In the 20th century, it has become importantly a source for both tradition and change, thus becoming a hinge, a pivot, in societal transformation.

Teaching, research and public service can be regarded as the keystones of American higher education. They do not, however, represent an integration, but rather an additive and accommodation process affected by a variety of internal and external forces and factors. The pluralistic nature of American colleges and universities, reflecting their varied sponsorship, size and purpose, has made it possible for different strands to be the dominant themes in different educational institutions Thus, external factors, perhaps even more than internal ones, have determined the pattern and direction of higher education.

Two of the more important external factors affecting institutions of higher education are of particular importance to us as we seek to evaluate the adult and continuing education needs of local government since the factors are directly related to the roles and responsibilities of local government. These factors are:

1. The urbanization of a previously agricultural and rural nation, and
2. The industrialization of the United States and the accompanying specialization in jobs and employment opportunities.

Between 1900 and 1930 the population of the United States increased from 76,000,000 to 123,000,000. Immigration continued to represent a substantial source of the increase. Accompanying this growth was an increased mobility of the population. The trend from the rural areas to the cities and the non-farm rural towns continued. By 1920 over 50 percent of the population lived in the 2,722 urban places in the United States.

By the 1920's the trend toward the urban college began to emerge and colleges and universities located in urban areas became more responsive to their environment. The doors of mass higher education were opened.

Accompanying the trend toward an increasing scale of urbanization was the industrialization of the nation. By 1900 America became the leading manufacturing nation in the world and its population of close to 76,000,000 had doubled since 1860. In its industrialization, the nation was encouraging millions of immigrants to come to the "promised land." The immigrants came seeking a new life but found a nation so absorbed in production that it had little or no time to consider the new residents as people. Higher education was out of reach of the new residents, and available only to a small segment of the population. As Dr. J. Martin Klotsche notes:

> *Of the ten largest cities in the United States in 1900, only four had universities with enrollment in excess of 2,000.*[2]

The size and complexity of the university in the United States was affected by the proliferation of professional schools. Industrialization brought with it the division of labor and the development of specialization and professionalization.

The creation of new professions, and the "raising of standards" by old ones, has been proceeding rapidly in recent decades. The university is at the center of the professionalization of our society-increasingly it has been since the founding of Bologna and Paris. The university "keeps the gates." The university thus is intimately joined to, forms the base of, a very important part of the societal "power structure." The results are not simply economic and social, affecting government at second or third hand, however important this is. Some of the professions claim a specific right to, or at least offer a special advantage in, the exercise of governmental power. Preeminently law: a law degree is

[2] J. Martin Klotsche, *The Urban University: And the Future of Our Cities*, (New York: Harper and Row, 1966), p. 4.

essential to high office in one branch of government and a highly effective means to high office in the other two.[3]

Indeed, Frederick Mosher has recently demonstrated at length that many categories of governmental personnel are no longer selected and judged by government; the professional degree is accepted as the qualifying, legitimating symbol.[4]

The proliferation of professional schools, responding to the needs of industrialized, urban society have not only affected size but also the undergraduate curriculum and the graduate curriculum with its growing emphasis on research. The diversity of demand threatened the unity of the traditional collegiate pattern. It also brought a new pattern to the graduate level, namely, a faculty in the professional schools which was more monolithic in structure than the pluralistic emphasis in the cognate fields. It was a faculty demonstrating loyalty both to its profession and the university. Furthermore, the professional schools with their symbiotic relationship, to community institutions essential for training and research, tended to bring the university into close contact with the institutional and professional structures of the local community.

This increasing involvement of the university with the issues of society, as well as its increasing production of knowledge upon which society is dependent, validates the thesis that the university is indeed becoming more and more a primary institution of contemporary society, and as a primary institution of society, the distinction between "public" and "private" institutions is less and less relevant in today's world. As Dwight Waldo argues, the university is properly regarded as a *public* institution whether or not it is in form a governmental agency; and that as a public institution it is, by definition, in potential, or by implication brought within the gambit of the political.

Waldo further states that the formal line between public and private is patently shifting and uncertain, depending upon time, circumstance, and political ideology. Formal theories and official doctrines can of course be found to support an entire spectrum of possibilities; empirically, historically, nearly the entire spectrum of possibilities have had embodiment.

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[3] Dwight Waldo, The University in Relation to the Governmental-Political, *Public Administration Review*, March/April, Vol. XXX, No. 2., p. 110.

[4] Frederick Mosher, *Democracy and the Public Service*, (New York: Oxford University Press, 1968). See Chapter 4.

He concludes that the growing identification of the university with governmental programs and general social purposes does not in itself make the private university a governmental agency in a formal sense. The point is rather that there is a complex movement of causes and effects drawing all universities closer to the center of our national life. At the same time, that universities are becoming more important to the achievement of governmental goals, they are becoming even more strategic to the achievement of personal goals.[5]

In summary, the university enters the challenge of the urban period unclear and divided as to its role, its functions - even its description. It is no longer an integrated community with a single purpose and a common language. At its hub are the graduate schools with their emphasis upon research and specialized graduate training. It is no longer "little science," however, but science written large, social and natural science in partnership with government and business. The hub has been attempting to pull the undergraduate programs and the professional schools into its vortex. At the same time, the nature of the urban condition and the problems of society in general are such that they are tugging both of these groups in opposite directions. The magnitude and seriousness of growing social problems has raised doubt about "science" alone providing the answers to modern life.

There is no question that the universities have sought better and more effective modi vivendi for meeting the impact of change. The record is complete with the efforts which have been undertaken by universities to deal with the problems of a complex and urban society. Each attempt suggests, however, that if the university is to meet this challenge it will have to find new structural patterns which permit greater involvement in policy-oriented problems and the needs of those officials responsible for dealing with them.

In attempting to effectively respond to the needs of society and local government officials, two existing patterns within the university provide some possible directions - the clinical arm of the professional school and community service and continuing education (extension).

[5] Waldo, *Op.cit.*, pp. 108-109.

Professional schools represent a fulcrum for change. They stand between the university and the community acting upon and being acted upon by both. The professional school needs community agencies and organizations committed to innovation if the student is to be educated to deal with the delivery systems of services needed in a complex and changing society. The stance of innovation in turn will depend on the personnel responsible for the agency, professionals who are the product of the university themselves.

The additional value of innovative agency programs and special demonstration projects initiated by professional schools in the community is that they provide rewards for the community. Many communities and professionals working in them, have indicated a frustration of being used as a laboratory for research without some immediate, tangible and visible rewards forthcoming from university projects such as training hospitals, the experimental school, and experimental units related to employment and social control.

The professional schools, working with community resources on a problem-solving basis with greater interest in how people are faring and how they might fare better, can also provide knowledge, opportunity, and stimulation for a more relevant undergraduate program. The reward systems for those faculty members working in the vineyard will have to be reexamined, since the energy necessary for such efforts may not allow for the publish or perish formula so prevalent in many institutions. Creative ways will have to be found to assess certain creative efforts, as well as laboratory research and the usual forms of publication.

The other university unit which provides an opportunity for effective response to the problems of society is the community service and continuing education effort, the primary topic of our consideration. If viewed within its full potential, it may well prove to be the vehicle into the community which helps bridge the more traditional roles of the university of research and teaching and the mounting pressures for an expanded role of public service.

General extension, and within that, community service programming, unlike Agriculture Extension, has grown in a haphazard way and in many universities has tended to be regarded as a vestigial organ without real purpose in a period of the science-grant university.

In order to do so, however, it will have to be redefined as more than a provider of courses and conferences. Its role in experimentation and demonstration will necessitate a problem-solving focus more in line with the demands of the present day society. To accomplish this goal will involve such basic changes in the university as the following:

1. "a new relationship with residence faculty."
2. "a change in the reward system for general extension activities."
3. "a great deal of administrative support for general extension as a vital commitment on the institution."
4. "new methods of financing."[6]

A crucial factor, however, in determining the role of community service and continuing education in the modern university will be the support of the federal government and within the State of Texas, the support of appropriations from the State of Texas to meet critical program needs throughout the state. At the national level, the important contribution general extension can make has been recognized through the Vocational Educational Act of 1963, the Housing Act of 1964, the Economic Opportunity Act of 1964, and more recently through the efforts of the Title I Program of the Higher Education Act of 1965 and Intergovernmental Personnel Act.

At the present time, there exists no comprehensive funding effort at the state level in Texas to deliver the type of program services provided for by this national legislation, although as we shall see, a definite need exists at the state level for this type of program funding.

We are moving into a period when all three functions of the university - teaching, research, and public service - will need to be expanded. It is imperative, however, that their expansion be related to the larger goals of society and the real needs of the marketplace. Technological break-throughs have eased man's physical life, but have not provided answers to his personal and social existence.

If the university is to effectively make a contribution in this period of cataclysmic change, it can no longer see its mission as only the critical questioning of the *status quo*. It must be prepared to identify the real needs of society and the persons dealing with that society and develop programs designed to equip them to understand and change and to work to make our society more livable and humane. The tug and challenge of the urban problems just may be bringing a new dawn into the university and forcing it to effectively enter the modern age. If it does not, society will find ready structures and organizations capable of meeting the challenge and will be required to again invest substantial sums in the hope that this structure will serve to meet the needs of society.

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[6] D. R. McNeil, "The Role of the State University in Public Service," in *The New Challenge in Lifelong Learning*, Universitywide Academic Senate Committee on University Extension, University of California, (May, 1965), pp. 27-28.

Employee Education and Development Of Local Government Personnel

A noted authority has described the realities of the environment within which adult and continuing education must function as it is related to local government. In listing the "realities" of the continuing education environment, Frank Sherwood has suggested that the first and perhaps most important reality is that this country contains some 90,000 *different* governments spread across hundreds of thousands of square miles that are targets for its services.

A second problem of the continuing education environment is one of leadership. No matter how we might want to idealize the concept of home rule, the fact is that it is crushingly difficult to attract into these 90,000 governments the quality of leadership needed.

A third problem is that the average citizen is unaware of the pace of technological and social change. When a man is hired at top salary, it is assumed that he knows all there is to know. Local elective boards do not look kindly on lengthy training programs for top executives. And, if the truth were known, neither do the executives themselves.

Thus, it is perhaps not surprising that training has not been recognized as a necessary cost of doing business, and, those costs are not so much in training fees as they are in employment levels that anticipate a regular complement of people in training.[7]

These realities are cast against the background of the needs of the local government marketplace. One of the major contributions of the Municipal Manpower Commission report was to point out the dramatic expansion of the professional-administrative-technical needs in local government employment, and the increasing proportion of government employment in this category.[8]

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[7] Frank P. Sherwood, "Philosophy and Aspirations for CES (Continuing Education Service)," *Public Management*, Vol. 54, No. 5, (May, 1972), pp. 5-6.

Indeed, while the trend toward greater professionalization is rapidly developing within local government, more rapidly at the municipal level than at the county level, few if any governments in the State of Texas have a formal career development system for the continual development of personnel on the job. Reliance for the development of personnel in the administrative-technical-professional occupations is largely upon the individual employee. At best, he must seek out educational and training opportunities on his own, and once they have been located, he must rely upon an informal information system to determine the quality of the program. Additionally, as the report on Executive Manpower for Urban Government pointed out, in the absence of a firm commitment to support systematic training with sustained funding, administrators tend to submerge training allocations in departmental budgets. With responsibility decentralized, local governments are not developing coordinated plans to identify training needs on a systematic basis and to monitor the results of training provided. The selection of employees to attend training classes is frequently based on organizational convenience rather than professional development needs of the employee. Training results are evaluated primarily from verbal reports given by the employees who attend the training. There is a tendency for local government to continue in a particular training pattern once established and to overlook weaknesses or possible alternatives because of limited feedback on the quality of instruction and limited exposure to other training resources available.[9]

Thus, whether intended or not, it might be suggested that a training disincentive exists in certain local governmental settings due to a number of factors.

The U. S. Civil Service Commission, concerned with the effective utilization of human resources in governmental settings through proper

[8] Municipal Manpower Commission, *Government Manpower for Tomorrow's Cities,* (New York: McGraw Hill, 1962), The Commission's program recommendations stress university involvement including inservice training programs, pp. 119-124.

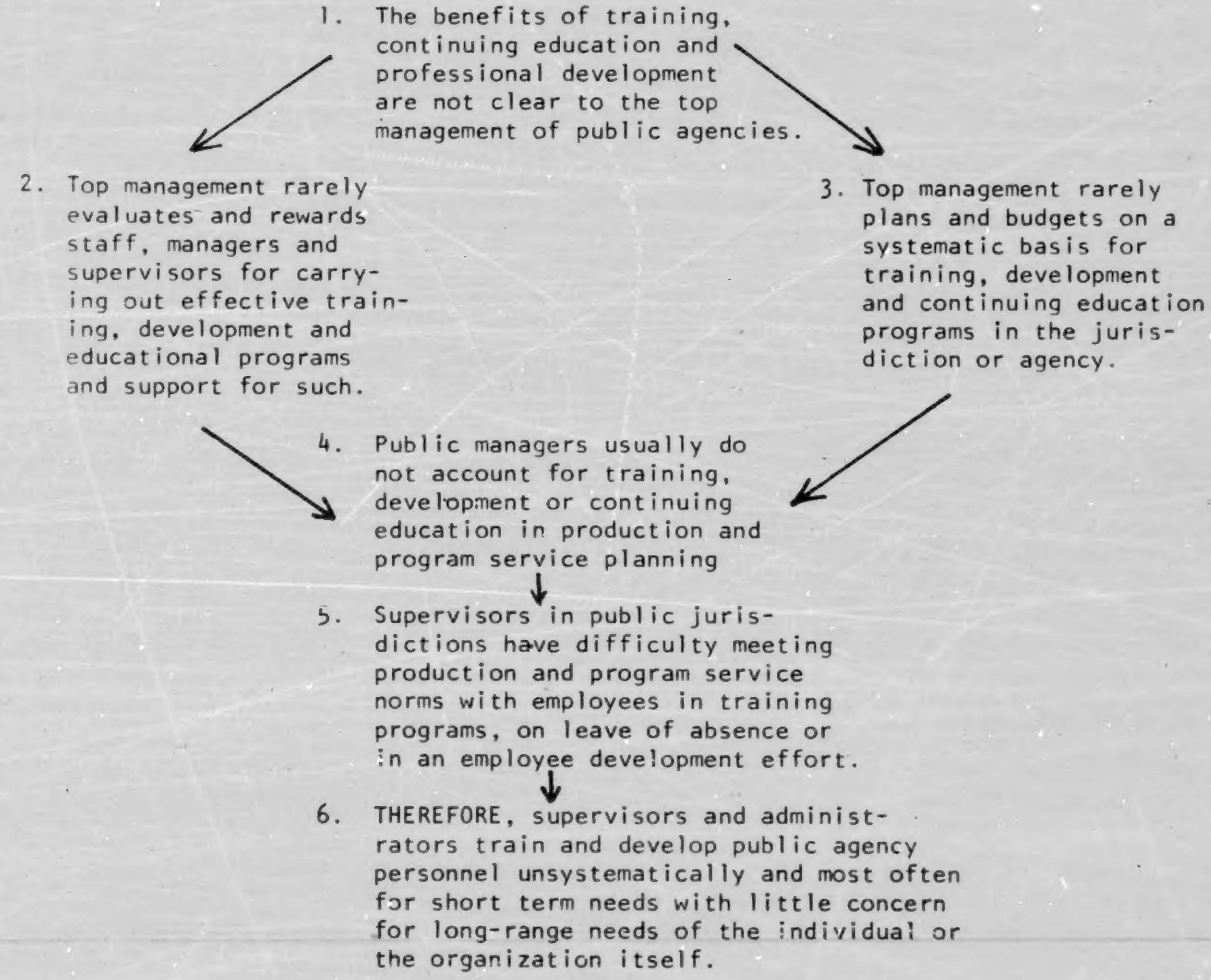
[9] Institute of Urban Studies, The University of Texas at Arlington, *Executive Manpower For Urban Government,* Volume I *A Regional Manpower Profile,* (Arlington: 1970), pp. 9-10.

training and development, recently formed the U.S. Civil Service Commission Utilization Committee. Project Number 2 of that Committee, a year-long in-depth study conducted by the Training Management Division of the Commission's Bureau of Training identified situations common to all government agencies which act as impediments to effective training and development of personnel at all levels of government.

The study, completed this past spring, resulted in the identification of a complete disincentives process which operates in the public sector to interfere with the proper and effective utilization of employee development programs and capabilities.

A schematic of the disincentives process is provided below so as to adequately describe the process in systems terms since certain recommendations will be made in Chapter IV to deal with this process.

THE DISINCENTIVES PROCESS



1. The benefits of training, continuing education and professional development are not clear to the top management of public agencies.
2. Top management rarely evaluates and rewards staff, managers and supervisors for carrying out effective training, development and educational programs and support for such.
3. Top management rarely plans and budgets on a systematic basis for training, development and continuing education programs in the jurisdiction or agency.
4. Public managers usually do not account for training, development or continuing education in production and program service planning
5. Supervisors in public jurisdictions have difficulty meeting production and program service norms with employees in training programs, on leave of absence or in an employee development effort.
6. THEREFORE, supervisors and administrators train and develop public agency personnel unsystematically and most often for short term needs with little concern for long-range needs of the individual or the organization itself.

ADDITIONAL DISINCENTIVES

7. Behavioral objectives of training, development and continuing education programs are often imprecise and unclear.

8. Training, development and continuing education programs often teach techniques, methods and concepts contrary to the practices of the participant's organization making integration of knowledge and values very difficult.

9. Timely information about external training, development and continuing education programs and efforts is often difficult to obtain in order to allocate personnel and funds for the programs.

10. Public agency training development and continuing education effectiveness is impaired as a result of statutory, budgetary and organizational requirements for programming the resources of the jurisdiction.

11. The personnel function of most public jurisdictions does not have an orientation to the development of the needs of the individual once he is on the job and little counseling is available to the individual or even the organization.

All of this exists in one of the most dynamic employment centers of the national economy. While the Labor Department Occupational Outlook figures are subject to cautious interpretation, their estimates predict a doubling of state and local government employment over the 1970-1980 period. This prediction is further supported by current hiring practices and may in fact understate the situation. The Advisory Commission on Intergovernmental Relations concludes that this sector is a dynamic indication of the shift of initiative in the federal-state-local relationship.[10] The estimates include

[10] Advisory Commission on Intergovernmental Relations, *Labor-Management Policies for State and Local Government*, (Washington: The Commission, 1969), Chapter 2.

service personnel, but the implications are clear for the management of the local public service in terms of scale, scope of supervision and responsiveness to accountable officials and the public. Add to this the diversification of government programs, and the need for *additional* skilled people to deal with increasingly sophisticated information and delivery systems, and the need and opportunity for higher education participation in both pre- and in-service training are clear.[11]

Indeed, everybody is getting into the act. Public and private, professional and trade, national and regional, federal, state, and local agencies, organizations, institutions, associations, interests and corporations are tooling up and delivering adult and continuing education programs and in-service training efforts. One local governmental administrator commenting on the plethora of announcements of training programs reaching his desk, commented to the research staff, "Why if I sent my staff and department heads to just half of the programs I receive mailings on, they would just about have time to come back to the office to arrange for their vacations."

In the headlong drive to professionalization, almost every group has developed a series of courses, programs, seminars or workshops with little detailed analysis of the potential needs of the client group and without effective analysis of the actual and real benefits which accrue through continuing education.

While adult and continuing education exists in an environment of great need, an increasing number of practicing local government administrators and scholars are beginning to question the actual and demonstratable benefits of adult and continuing education.[12] This may explain in part the relatively low levels of real participation in existing adult and continuing education programs at both the national and state level. Thus, while the university is unsure of its role in adult and continuing education, local government, in part at least, is unsure of the tangible benefits of the programs being offered to it.

[11] Earl M. Baker, "University In-Service Education and the Public Service: The Intergovernmental Personnel Act of 1970 and Political Science," *Political Science and State and Local Government*, (Washington: The American Political Science Association, 1973), p. 91.

[12] See "Give a Damn About Continuing Adult Education in Public Administration," "Learning From Administrative Experience," "Continuing Education for City Managers," "Training and Education: Trends, Differences, and Issues," "Education Is Not A Place: Connecting Learning and Living," and "The Realities of Education As A Prescription for Organizational Change," in the November/December *Public Administration Review*, Vol. 33, No. 6, pp. 487-532.

Adult and Continuing Education Needs of Local Government

The previous practice of local government whereby the organization expected the employee to come to his job fully equipped and to maintain his skills and acquire new ones through work experience with no coordinated plan or program is as outdated as teams of mules mowing week infested lots or refuse being collected by horse drawn wagons. The need for an effective, coordinated, in-service training program is an essential element of any modern public service organization.

With modern technological advances taking place at an ever increasing pace the need for in-service training is obvious. However, the need for training should not be restricted to only the up-dating of skills due to technological advances. This is particularly true in local government where employees today are faced with situations that may not have existed 10 or even 5 years ago. An example would be the need for training in police-community relations for all law enforcement officers. We are living in a continually changing society in which skills and knowledge in many areas can become obsolete in very short periods of time.[13]

In order to examine the status of in-service training in municipal government, the International City Management Association surveyed all municipal governments over 10,000 population in 1970 and the results of that survey are critically important to our considerations for several reasons.

First, the results give definition to the national practices and provide a reference point for comparison of selected practices on the part of local government in Texas. Second, the results provide a framework for identifying needs and considering alternative policies and programs for meeting those needs.

Analysis of National Survey Data:

Very few cities responding to the survey indicated that they had a comprehensive training program that includes all employees. Only 5 percent indicated that they had a comprehensive training policy

[13] George F. Howe, "Survey of Municipal In-Service Training, *The Municipal Year Book - 1971,* (Washington: International City Management Association, 1971), p. 223.

in which all aspects of training and education are included for all levels of employment in the government. A larger majority of the responding cities, 63 percent, indicated they had some training policy, but it did not encompass the total organization. The larger cities appear to be taking the lead, however, with 44 percent of those responding indicating they had a comprehensive policy. While only 5 percent of the reporting governments indicated they have comprehensive training policies, a slightly higher percentage (18%) do have formal training regulations of an administrative nature. Formal regulations are most common in larger cities and central cities. Also, western cities appear to have written administrative regulations more frequently than do cities in other regions of the United States.

An additional indication of the lack of formal recognition given to training functions at the local level was the scarcity of full-time training officers. Only 5 percent of the reporting governments indicated that they employed a full-time training officer who coordinates training activities for all departments. When a full-time training officer is employed, he is most frequently located in the personnel department of the jurisdiction.

The data has emphasized the lack of a formal organization for the continuing education and development of personnel or for even a policy that would facilitate the development of a training policy. It has been shown that few cities have a comprehensive training policy and program or employ a full-time training officer. This would tend to indicate a relatively low emphasis on training, and that the training function is handled more through informal procedures and efforts. In many municipalities, the training function is handled as part of the more general personnel function and in some line agencies, particularly police and fire, an individual is assigned the training function as part of his general responsibilities.

One measure, although certainly not the sole measure, of the importance given in-service training is the degree to which a city requires completion of training courses before an employee is eligible for promotion. While there is little comprehensive requirement for training prior to advancement with only 1 percent of the responding governments requiring training in all departments prior to advancement, the completion of some training for some employees prior to advancement is required in 37 percent of the responding cities. Training is most often required in the public safety area with 56 percent of the responding cities requiring training for advancement in the fire department and 50 percent requiring training prior to advancement in the police. Most noteworthy is the fact that 12 percent of the responding cities, with 39 percent in the 250,000 - 500,000 required no training of any employees in any department prior to advancement.

In order to determine the reasons for the low number of governments implementing training policies, cities were asked to indicate whether seven potential barriers to in-service training were felt to be: 1) not a problem; 2) somewhat of a problem; and 3) a serious problem.

The lack of adequate funds was indicated to be the most frequent reason for not developing in-service training programs with 53 percent of the responding cities indicating that it was a minor problem and 32 percent indicating that it was a serious issue. Next in order of importance as a barrier was employee time, with 57 percent of the cities indicating that it was a minor problem and 23 percent indicating that it was a serious problem, in spite of the fact that the category related to department head support indicated that only 6 percent of the cities considered the lack of department head support as a serious barrier. Thus, it can be suggested that there exists the potential support from department heads within the organizations surveyed, if funds are made available. This would tend to indicate that local government at both the employee level and the managerial level realize the benefits that can accrue from in-service training.

The employee is most frequently supported in his needs for in-service training and positive attitudes toward it by the elected officials. Only 10 percent of the reporting cities indicated that lack of commitment by the elected officials was a serious obstacle to in-service training. While the city council is committed to the general principle of in-service training, this often does not appear to be translated into positive action such as the appropriation of funds for in-service training programs. Thus there appears to be a conflict in values and realities on the part of the city councils in the cities surveyed. As noted previously, the department head support and the employee interest are relatively low grade factors in the lack of adequate training efforts with the serious barrier response of each amounting to 6 percent. It is evident that both the policy body and the management authority are committed to the concept of training, but when that function comes into competition with other demands upon the organization and its resources, it tends to have a low level of support on a comparative basis.

In order to overcome some of the cost of in-service training, many cities have entered into co-operative arrangements with other governmental jurisdications. Several alternative cooperative arrangements are being undertaken, including *ad hoc* arrangements between cities, programs coordinated through councils of governments, cooperative arrangements between cities with participation of a university, and state coordination.

Of the cities responding to the survey, 68 percent indicated some form of cooperative arrangement. Cities over 500,000 indicated the largest degree of cooperation, some 75 percent. As has been the case in Texas, the larger cities are undoubtedly the providers of training services and the smaller cities the receivers of services provided through cooperative arrangements. Other variables which appear to affect cooperative arrangements are the geographic region, city type and the form of government. Cooperative arrangements are slightly more popular in the South (70 percent of the cities reporting) and the West (71 percent) as compared to 64 percent in the Northeast and 65 percent in the North Central region. Independent and suburban cities are more likely to participate in cooperative arrangements than are central cities which is understandable. The ranking of cooperative arrangements according to frequency of use is as follows: 1) regional training academics; 2) surrounding governments in area with university participation; 3) *ad hoc* arrangements with other governments; and 4) councils of governments. The first three are used fairly often with participation with COG's being less frequent.

As has been indicated, the second most popular arrangement for cooperative participation in training has been with colleges and universities, some 46 percent. In addition, many cities have made *direct arrangements* with a university or college in their area for training and education of municipal employees. In fact, out of 750 reporting cities, 481, or 64 percent indicated that they did have some arrangement with a local university or college. This type of arrangement was most popular in larger cities which is understandable since they are more likely to have an institution of higher education in close proximity. However, even in cities of 10,000 to 25,000 over 50 percent (53 percent) did have an arrangement of some type.

It is clear, even when analyzing the regional data and city-type data that a great number of cities have recognized the valuable resource available in the university as a source of training and development of municipal employees.

Cities use a variety of arrangements with the local college and university. Five of the more common arrangements are ranked as follows: 1) classes for municipal employees taught by university personnel, 60 percent; 2) classes for municipal employees taught by both municipal and university personnel, 43 percent; 3) use of university facilities, 38 percent; 4) municipal government personnel teaching classes at the university, 23 percent; and, 5) special tuition rates for municipal personnel, 14 percent.

Based upon the results of this data, it is clear that local government has no reservation about working with institutions of higher education to help meet the basic and continuing needs of its employees, and as community colleges increase, this pattern will undoubtedly increase.

Numbers of cities have instituted programs to overcome the disincentive process by offering incentives to municipal employees for continuing education and development. As can be seen, 61 percent of the cities provide a tuition reimbursement for the employee. By population, this practice was least common in cities of 10,000-25,000 with only 55 percent providing such a benefit.

By geographic region, 75 percent of the cities in the West indicated a tuition reimbursement program compared to only 47 percent in the South. Under form of government, 46 percent of the Mayor-Council cities had tuition reimbursement while 66 percent of the Council-Manager cities had such a policy.

A second municipal incentive for additional formal or continuing education is granting leaves of absence. This practice is far more popular in larger cities. For example, while 63 percent of the cities over 500,000 reported that they grant leaves of absence, only 7 percent of the cities of 10,000 to 25,000 have such a policy. Overall, only 14 percent of the reporting cities provide for leaves of absence. As might be expected, the central city, most cities over 50,000 population, are most likely to provide leaves of absence. In this instance, the region or form of government seem to have little if any effect on the provision of leaves of absence.

As indicated in the summary of the results of the survey of the International City Management Association, while interest in long-term training opportunities at the local level appears to be gaining, it is far less common than in other sectors of the economy and society. The federal government for example, with the passage of the Government Employees Training Act in 1958, has increased its usage of long-term training. Although the number of federal employees currently enrolled in such programs is relatively small - about 10 percent of all long-term training participants, there has been a modest increase, but more importantly, the favorable climate has been formally established by governmental policy and funded.

Analysis of Texas Survey Data:

The Lyndon B. Johnson School of Public Affairs has conducted a survey of local government in the State of Texas concerning its needs, policies, and programs in the area of continuing education and development. The results of that study, for municipal government have been made available to the Division of Civic Affairs for this study and provide some important findings.

Of the municipal government officials surveyed, 43.4 percent of the responding officials had been in their position 1-5 years and 64.5 percent had been in their present position between 1-10 years.

Importantly, 56.2 percent of the local governmental officials responding to the survey had been continuously employed at the state or local level in excess of 11 years, with 24.1 percent being in their present position for more than 20 years.

One can suggest from this data that the potential client for adult and continuing education programs in the State of Texas located in local government at the subordinate level will likely assume a position of management responsibility in the relatively near future. Thus, the benefit that can accrue from continuing education and development programs is further reinforced by the fact that the future managerial leadership for local government is already within the organization, or in local or state government in Texas.

Of the local government officials responding to the survey, 60.9 percent supervised over 11 employees in their daily work with over 32.5 percent of the respondents supervising over 50 employees. Thus, the respondents to the survey represented officials with important and substantial supervisory responsibilities.

It should also be understood that while the respondents had important and substantial supervisory responsibilities, they themselves functioned within an organizational framework, and the attitude of the respondent's supervisors is an important consideration in evaluating the "training environment" in which the officials function. The responses indicate that 68.8 of the respondent's supervisors encourage to one degree or another, further training and development, with only 1.4 percent indicating that they encounter a negative attitude toward training and development. However, it should be noted that 23.4 percent of the respondents indicated that their supervisor neither encouraged nor discouraged the pursuit of further education and development. One might infer that this is a function of the normal tenure structure of the local government in Texas and the generally accepted pattern of practice in local government throughout the United States.

As important as the immediate supervisor's attitude toward further training and development, is the policy of the municipal organization itself. As can be seen, the highest encouragement on the part of the organization is toward in-service training courses, 88.1 percent, and attending seminars, workshops, or professional meetings out of town, 89.0 percent. As indicated in the national survey responses, there exists little encouragement for taking leaves of absence to pursue further education, in this instance only 11.9 percent. In fact, the respondents indicated that 12.1 were actually discouraged from taking a leave of absence to seek an advanced degree, at the same time that 52.7 percent of the respondents indicated that no policy on taking a leave of absence exists within the jurisdiction. There is a high support for seeking an advanced degree while working on the job, 56.5 percent and an even higher encouragement for holding office in a professional society, 64.1 percent. Thus, on the whole, there is a supportive environment within which the employee functions in terms of policy on the part of the local government jurisdiction.

Concerning the role of further education and development in relationship to salary increases and advancement within the organization, only 12.7 percent of the respondents felt that further training and education was necessary for salary increases. However, an additional 60.8 percent indicated a positive attitude about training and education as a consideration in attaining higher salary levels by indicating that training and education was not necessary, but that it helped. The remainder, 26.4 percent of the respondents, felt additional education made no difference.

Further training and education played a more important role in job advancement however. 21.0 percent of the respondents felt additional training was essential for job advancement and 51.9 percent felt that it helped while only 27.1 percent felt additional education made no difference.

Against this background, it is important to consider the views of local governmental officials concerning their personal needs and the needs of their subordinates in terms of subject matter of additional training and educational programs. It is important to note the broad managerial topics ranked highest for personal "self" needs as compared to the somewhat technical skills ranked highest for subordinate needs. There is an interesting separation between the top four "self" needs and the methods by which these concepts are implemented- recruitment and promotion, grievance and arbitration, cost/benefit analysis, information systems and local governmental accounting, ranked 13, 14, 16, 19 and 20 respectively. This may suggest that there is a substantial amount of delegation, however, one is inclined to suggest that budget preparation and planning and work planning and programming preclude further consideration.

However, these very subjects are ranked high as desirable for "self" on the part of the respondents tending to validate the suggestion above. The distinction between essential "self" needs and desirable "self" needs is important if for only time considerations. Again, in the desirable category, the respondent emphasized the technical skills needed of the subordinate with effective oral presentation, effective letter writing, and impact of citizen behavior ranking 1, 2, and 4 respectively.

It will be noted that general management ranks the highest with 23.7 percent of the respondents indicating participation in a program under this general heading with 8.6 percent of the respondents indicating the next highest participation in the area of public safety-police and fire. As a response to a drive for professionalism, both the public safety response and that of appraisal and assessment subject, representing 6.8 percent of the respondents, are understandable against the background of the efforts of these two occupations to increase their professional levels. Likewise, 6.0 percent of the respondents participated in water and sewer and solid waste programs - related to certification of operators. Thus, the drive for professionalization in the marketplace has its impact in the university as indicated in the earlier portion of this report.

In considering the needs of local government for adult and continuing education, it is critically important to understand what programs are not needed if only from the viewpoint of the operating official. A subtle distinction to be observed is that the highest not necessary response amounts to 43.9 percent for the respondent. It should be noted that the not necessary response for the subordinate is much higher than the respondents not necessary response for himself. The high percentage response for not necessary self was 43.9 percent compared to 65.4 percent for the subordinate. The subject areas judged not necessary in rank order for the subordinate are state and local taxes, collective bargaining, federal revenue sharing, automatic data processing, interestingly cost/benefit analysis and grievance and arbitration. It should be noted that these are perceptions of local government officials and in that regard, needs may be traded off against availability of employee time, funds, council support or real needs of the organization.

Concerning the sponsoring agency of the programs attended by the respondents, 30.9 percent of the programs were sponsored by a public jurisdiction- either the respondent's jurisdiction or another governmental agency such as the Texas Department of Community Affairs, the U.S. Civil Service Commission, a Council of Governments, County or other federal agency. Next in order of sponsorship, and only slightly behind are professional organizations and societies representing 30.8 percent. Institutions of higher education represented more than a quarter, 26.6 percent, of the programs sponsored with private firms and organizations representing only 2.4 percent of the programs attended. Of the respondents to the survey, 85.0 percent indicated participation in a continuing education program while only 15.0 percent indicated that they had not attended any program. Thus, there is a relatively high level of participation and accompanying commitment to the benefits of further education and development both inside and outside the organization.

Recognizing this participation in continuing education and development programs, the responses are particularly important to this study and the ultimate recommendations to be made. Of the responses, 27.8 percent of the responses concerning additional needs for self are in the general management area. Following this area municipal law, 9.8 percent, public safety, 8.1 percent, public and community relations, 7.1 percent, building codes and construction and appraisal and assessment, 5.4 percent, followed by personnel administration at 4.9 percent.

Concerning the additional training and development needs for the subordinates of the respondents to the survey, budget and finance related subjects accounted for 12.5 percent of the responses with general management, data processing systems, planning, public and community relations, communication techniques and social-behavioral science each amounting to 6.3 percent. Again, the pattern of a lower percentage response for needs of subordinates can be noted in the summary of this data.

In general terms of educational and training program delivery, the respondents to the survey indicated that only 28.9 percent of the jurisdictions represented offer their own education and training programs while 70.4 percent did not.

Of the respondents indicating that their jurisdiction presented continuing education and training programs, 58.6 percent of the programs were presently completely during the working time of the respondent, 38.1 percent partly during the working time of the respondent and only 1.7 percent of the programs were presented completely on non-working time.

Responding to another policy question, 39.9 percent of the individuals responding indicated that their jurisdiction had an educational assistance plan while 49.7 did not.

An important consideration in any effort to analyze the continuing education needs of local government, is the educational attainment of the persons responsible for allocating resources within the jurisdiction for training and development programs. In a very real sense, this factor may account more for the learning environment and organizational support over the long run more than any other factor. 56.5 percent of the respondents to the survey of local government training needs have a four-year college education or better with 20.1 percent holding an advanced degree.

Findings and Recommendations

No single institution of society can effectively take on all the problems of society. The federal government, with all its power and authority has learned that experience over the past ten years. However, the opportunity now exists to bring institutions of higher education into more effective working relationships with local government more than ever before and *this effort should include all institutions whether public or private*. The institution of higher education in each community can act as the agency for bringing these various elements together to build an imaginative and relevant state-wide plan of action and programs based on short and long-range goals.

Each institution, whether public or private, four-year or two-year, should be invited to plan an important role within its own geographic area. Using students and trained analysts, the institution can determine which aspects of community service and continuing education are most acute and need immediate action then respond with research and programs to meet the defined problems and issues.

Through state-wide plan, institutions can determine when and how coordination of their efforts will bring the most effective and efficient use of scarce resources. The unique strengths of each institution ought then be put to best use. Such a planned effort also permits large universities to share their specialized faculty and staff personnel and equipment with community and junior colleges-to make new programs available to particular geographic areas.

Too often, we have observed institutions vying among each other for money and prominence in community service and adult and continuing education, and even within a single institution, various departments and centers may be engaged in this same conflict. If institutions of higher education are to accept their full role within the community, the commitment must be total, calling upon all areas of knowledge and skill and involving undergraduates, graduate students, faculty and administrators.

This is not a one-way process, however. The university does not simply drain itself for the sake of local government or the community within which it exists.[14] As Robert Weaver, former Secretary of the U.S. Department of Housing and Urban Development said, "Unless the city which contains the university is healthy and vigorous, it is a threat to the institution. Unless the institution better serves the city, it will not merit or receive the type of cooperation it needs to expand and prosper."

On the basis of the analysis of the *available data*, interviews with local governmental officials, educators, and staff personnel of public and private agencies, the Division of Civic Affairs makes the following recommendations concerning the adult and continuing education needs of local government in the State of Texas.

> *THE COORDINATING BOARD OF THE TEXAS COLLEGE AND UNIVERSITY SYSTEM ESTABLISH A FOUR MEMBER PROGRAM COUNCIL CONSISTING OF A REPRESENTATIVE OF THE COORDINATING BOARD, THE TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, THE TEXAS ASSOCIATION OF COUNTIES AND THE TEXAS MUNICIPAL LEAGUE.*
>
> It is suggested that the Executive Director of the Texas Department of Community Affairs or his designated representative serve as chairman of the Program Council and the representative of the Coordinating Board serve as vice-chairman.
>
> *THE PROGRAM COUNCIL SHOULD UNDERTAKE A SELECTED COST/BENEFIT ANALYSIS OF CONTINUING EDUCATION PROGRAMS FOR LOCAL GOVERNMENT PRESENTLY UNDERWAY IN THE STATE OF TEXAS AND RECOMMEND PROGRAM IMPROVEMENTS AND REORGANIZE WHERE NEEDED.*
>
> *THE PROGRAM COUNCIL SHOULD SERVE AS THE ADVISORY BODY TO THE COORDINATING BOARD FOR THE ESTABLISHMENT OF ANNUAL PRIORITIES OF COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAMS FUNDED BY THE COORDINATING BOARD FROM WHATEVER SOURCE.*

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[14] Charles V. Blair, "The Ohio Council on Higher Education," *The University and Community Service: Perspectives for the Seventies*, (Syracuse: Syracuse University, 1970), p. 65.

THE PROGRAM COUNCIL SHOULD UNDERTAKE THE PUBLICATION OF A QUARTERLY REPORT OF ADULT AND CONTINUING EDUCATION PROGRAMS, AND IN-SERVICE TRAINING EFFORTS PRESENTED AND TO BE UNDERTAKEN WITHIN THE FORTHCOMING QUARTER WITH THE REPORT TO BE MADE AVAILABLE ON A SUBSCRIPTION BASIS.

The focus of the quarterly report should be upon the program efforts being presented in the State of Texas, but where possible and feasible, regional or national program efforts should be included.

AN ANALYSIS SHOULD BE UNDERTAKEN WITHIN THE STATE OF TEXAS CONCERNING THE STEPS NECESSARY TO BROADEN THE REWARD SYSTEM FOR FACULTY MEMBERS PARTIALLY OR TOTALLY ENGAGED IN CONTINUING EDUCATION PROGRAMING AND IN-SERVICE TRAINING EFFORTS.

THE PROGRAM COUNCIL SHOULD WORK CLOSELY WITH LOCAL GOVERNMENT OFFICIALS AT THE COUNTY AND MUNICIPAL LEVEL, AND, WITH EXISTING PROFESSIONAL ORGANIZATIONS IN THE STATE TO ENCOURAGE THE DEVELOPMENT OF LOCAL POLICIES ON:

> *CONTINUING EDUCATION TUITION REIMBURSEMENT*
>
> *LEAVE OF ABSENCE FOR FURTHER EDUCATION AND DEVELOPMENT*
>
> *TRAINING AND DEVELOPMENT*
>
> *SHORT-RANGE AND LONG-RANGE ADULT AND CONTINUING EDUCATION NEEDS*

THE PROGRAM COUNCIL, IN ASSOCIATION WITH INSTITUTIONS OF HIGHER EDUCATION AND LOCAL GOVERNMENT SHOULD DEVELOP AN EVALUATION INSTRUMENT OF ADULT AND CONTINUING EDUCATION PROGRAMS TO BE USED BY PROGRAM PARTICIPANTS, WHERE FUNDING IS PROVIDED BY THE BOARD.

THE PROGRAM COUNCIL SHOULD PROVIDE THE PARTICIPANT EVALUATIONS ON A CONFIDENTIAL BASIS TO THE SPONSORING INSTITUTION AND TO ANY PROSPECTIVE PARTICIPANT WHEN REQUESTED BY A DULY APPOINTED OR ELECTED OFFICIAL OF LOCAL GOVERNMENT IN THE STATE OF TEXAS.

THE PROGRAM COUNCIL, IN ASSOCIATION WITH THE COORDINATING BOARD OF THE TEXAS COLLEGE AND UNIVERSITY SYSTEM AND SELECTED ORGANIZATIONS AND INSTITUTIONS OF HIGHER EDUCATION SHOULD UNDERTAKE THE DEVELOPMENT OF UNIFORM EDUCATIONAL PROGRAMS FOR COUNTY AND MUNICIPAL GOVERNMENT IN THE STATE OF TEXAS IN THE AREAS OF:

GENERAL PUBLIC MANAGEMENT PRACTICES

BUDGET AND FINANCE ADMINISTRATION

POLICY DEVELOPMENT AND LEADERSHIP FOR ELECTED OFFICIALS OF COUNTY AND MUNICIPAL GOVERNMENT

EFFORTS SHOULD BE UNDERTAKEN TO ESTABLISH A SOUTHWEST CENTER FOR PUBLIC SERVICE EDUCATION AND DEVELOPMENT RELATED TO THE CONTINUING EDUCATION NEEDS OF COUNTY AND MUNICIPAL OFFICIALS.

Such an effort should not be site specific, but rather exist as an out-reach function drawing upon existing university and community college facilities and faculty with general guidance provided by a broad based Board of Directors.

The staff of such a center should serve only to coordinate the functions of the contract staff and faculty.

Early efforts should be undertaken to involve the participation of counterpart organizations represented on the State of Texas Program Council for Local Government Training and Development from the states of New Mexico, Oklahoma, Arkansas and Louisiana for the full development of the Southwest Center for Public Service Education and Development.

THE TEXAS STATE LEGISLATURE SHOULD BE URGED TO PROVIDE APPROPRIATIONS FROM STATE FUNDS FOR ADULT AND CONTINUING EDUCATION TO BE DISBURSED TO PUBLIC AND PRIVATE INSTITUTIONS OF HIGHER EDUCATION IN THE STATE OF TEXAS FOR THE DELIVERY OF ADULT AND CONTINUING EDUCATION PROGRAMS.

REGIONAL BODIES, OF AN ADVISORY NATURE TO THE PROGRAM COUNCIL SHOULD BE ESTABLISHED IN EACH OF THE STATE PLANNING REGIONS WHERE POPULATION AND PROGRAM POTENTIAL WARRANT.

THE PROGRAM COUNCIL DEVELOP A RESOURCE DIRECTORY OF PERSONNEL IN LOCAL GOVERNMENT AND INSTITUTIONS OF HIGHER EDUCATION THAT MIGHT BE CALLED UPON FOR TECHNICAL ASSISTANCE IN THE AREA OF EMPLOYEE DEVELOPMENT AND ADULT AND CONTINUING EDUCATION BY COUNTY AND MUNICIPAL GOVERNMENT.

We urge the favorable consideration of these findings and program recommendations for inclusion in the Texas State Plan for Adult and Continuing Education and stand ready to assist in the effective adoption and implementation.

EXPERIENTIAL EDUCATION AND SERVICE LEARNING

INTERNSHIPS IN TEXAS

Raymond A. Shapek
Department of Political Science
Southwest Texas State University

Introduction

This study examines, lists and evaluates systems and means by which academic institutions in the United States award credit for job and life experience both in a structured and unstructured context. Structured experiences are those supervised or otherwise organized and monitored within the University curriculum (context) while unstructured experiences are those which have occured outside of university administrative control either prior to the student's admission as a degree seeking student or at intervals between actual pursuit of a structured degree.

The methodology employed entailed a thorough canvass and analysis of all experiential education schemes and service learning internship programs within Texas and a sample survey of 200 programs across the United States. A considerable number of articles, books, pamphlets, personal interviews, and other sources contributed data, which, when added to the survey results led to the formation of eighteen recommendations for the development of statewide criteria and organizational methodology for awarding academic credit for job/life experience. Additionally, a "learning contract" and two administrative models were developed. One model includes a six step "ideal" type of administrative program for awarding credit for *structured* experience while the other incorporated a five step administrative procedure chain (paradigm) for awarding academic credit for *unstructured* job/life experiences.

Part I Credit For Job/Life Experience
Research Task Objectives

The primary purposes and objectives of this study were as follows:

(1) To study and evaluate schemes for awarding and validating academic credit for job/life experience, experiential education and service learning internships related to continuing education;

(2) To catalogue the various types of service learning and experiential education programs in the state; and

(3) Based on 1 and 2 above, to make suggestions:

First, in the formulation of suggested criteria for accreditation of job/life experience by universities; second, in possible roles for the state, or some other organizational hierarchy in bringing leadership and guidance, or in providing a clearinghouse (type) function for the use of Texas universities engaged in experiential education and service learning programs; and third, to suggest programs, positions, legislative action and funding sources to assist in the implementation of the proposals contained in the primary study findings.

Assumptions:

One of the basic assumptions made at the outset of the study, after consultation with regional university officials, was that the *basis* for the awarding of credit for job/life experience would not materially differ in the evaluation of records of noncontinuing education students. This proved to be the concept of equal pay (credit) for equal work (learning). The idea that only one set of standards should be formulated proved agreeable to those interviewed. This does not mean that each university may not choose to implement its own evaluation and accreditation policies; it means merely that life experience for continuing education, and noncontinuing education students should be rated and accredited equally.*

Specifically excluded from the survey were experiential education programs for clergymen, the medical profession (including nursing programs but excluding training programs), teachers and lawyers. The reason for this exclusion was that the recognized program and accreditation standards *already* in existence were not felt to be applicable to other programs in other fields. Additionally, the number of students engaged in service learning or training programs in these fields is so high, for example in teaching, that the time and cost for their inclusion in the initial survey would have outweighed the estimated value.

A final assumption was made relating to the responsible office for the agency questionnaires. All agency surveys were sent to staff personnel offices. The mayor or city manager was deemed to be the primary recipient of surveys for cities of over 20,000 in population. The number 20,000 (population) as a limitation for cities using interns was arbitrarily based upon the assumption that few smaller cities would participate in these programs; and, if they did, their participation would probably appear in the university survey. Many smaller cities do participate with universities in intern type programs, but the additional cost and time needed to include Texas' 324 cities of under 20,000 population was deemed prohibitative in terms of the anticipated data return. County governments were also excluded from the survey when preliminary interviews indicated that few, of Texas' 254 counties utilized interns. However, the training of administrators for county government employment is an area that merits further study.

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* The severely condensed time frame for this survey necessitated the assumption that the survey instruments would reach most of those involved in these programs if mailed to Deans of Continuing Education, Vice-Presidents of Academic Affairs, Registrars and Chairmen of the Departments of Political Science, Psychology, Journalism, Business, Law Enforcement, Military Science, Sociology, Geography/Urban Studies (eleven in all) of each college, university, and technical school in the state with experiential education programs in operation. Instructions for forwarding the questionnaires to other departments having internship type programs were also included in each cover letter.

Methodology

In order to accomplish the objectives of this study and to establish a basis for awarding academic credit for job and life experience, letters of inquiry were sent to several hundred universities in the United States having existing standards for this purpose. A total of 36 responses were received. This survey was facilitated by contacts made at and through the annual conference meeting of the Society for Field Experience Education which was held at Michigan State University on October 26-27, 1973.

One major obstacle of this survey was the extremely short deadline necessitated by the overall continuing education project time limitations.

The primary basis for the recommendations contained in this report, besides the nationwide survey, were two information questionnaires which were mailed as follows:

(1) Eleven academic questionnaires to every college, university and technical institution in the state (11 x 143 or 1573); (2) A separate agency questionnaire to all state(183), and federal (31) agencies, all regional Councils-of-Governments (24), and all cities of over 20,000 population (56). A total of 1,867 questionnaires were mailed.

In mailing the survey, the state was arbitrarily divided into nine regions. There was no significance to this division except that representatives were selected, one from each region, to serve as the contact point for data returns from that region. The regional representatives were:

Region 1 Dr. Eugene Jones
Chairman, Dept. of Political Science
Angelo State University
San Angelo, Texas 76901

Region 2 Dr. Pat Stevens
Department of Political Science
West Texas State University
Canyon, Texas 79016

Region 3 Dr. Ray Griffin
Department of Political Science
North Texas State University
Denton, Texas 76203

Region 4 Dr. Thomas Mikulecky
Director, M.P.A. Program
Southern Methodist University
Dallas, Texas 75222

Region 5 Dr. Gayle Avant
Department of Political Science
Baylor University
Waco, Texas 76703

Region 6 Dr. Dick Schott
Department of Government
University of Texas at Austin
Austin, Texas 78712

Region 7 Dr. Lee Hunt
Department of Political Science
University of Houston
Houston, Texas 77004

Region 8 Dr. George Benz
Urban Affairs Dept.
St. Mary's University
San Antonio, Texas 78228

Region 9 Dr. R. A. Shapek
Department of Political Science
Southwest Texas State University
San Marcos, Texas 78666

Each regional representative's address was included on the return envelope included with the survey material. The regional representatives were responsible for consolidating the data returns and following up unclear or incomplete responses as well as contacting agencies and universities failing to respond. In this manner, a high rate of return as well as accuracy and completeness was insured. Only sixteen universities and sixty-four agencies failed to respond.

Each regional representative was also assigned the responsibility of writing a report in response to research task objectives one and three. This brought about a statewide regional perspective, consensus in recommendations from each region and regional support for the study findings applicable to that region.

The raw data (returned surveys) were coded and placed on computer cards. The data print-out became the catalogue of Texas experiential education programs which is available and represents fulfillment of research task objective two.

Definition of Terms

Continuing Education: A September 18-20, 1973 conference of the Officers and Board of Directors of the Texas Association of Community Service and Continuing Education formulated a workable definition of continuing education to be used as an integral part of the state plan to read as follows: "All activity either personally directed and/or institutionally conducted with educational purpose for self-improvement engaged in by persons whose primary activity is other than that of full-time enrollment in formal education."

Experiential Education: The Southern Regional Educational Board report *Off-Campus Education: An Inquiry,* defined experiential education as "....composed of the methods and content of a process which utilized the actual or potential experience of learners for the development of life-affirming skills and capacities, a form of learning not entirely new to the American academic order which recognizes the worth of the direct nature and content of experience as well as the growth acheived by reflection upon and inferences drawn from that experience. From William Torbert's *Learning From Experience: Toward Consciousness,* experiential learning "involves becoming aware of the qualities, patterns, and consequences of one's own experience as one experiences it."

Intern and Service Learning Internship: The Texas Service Learning Program, Office of the Governor, defines these terms thusly:

An intern is a student seeking professional experience in a supervised working situation. As differentiated from a part-time or summer job, an internship is an experience in which the intern extends his academic background into an actual, practical situation and is exposed to the policy decisions of the agency as well as the day to day aspects of problem solving. The internship then is a structured learning situation involving not only the intern, but also a supervisor who is involved in that agency's policy decision process and, where possible, a faculty member familiar with the intern's academic background who can relate the experience of the internship to that background.

The two fundamental requirements of a service-learning internship are that it provide a needed service to the sponsoring agency and that it is a learning experience for the participants, particularly the intern. Service learning is the integration of the accomplishment of needed task with educational growth.

Programs are referred to as internships, experiential education, authentic involvement, practicum, work experience, job experience, etc. These terms will be used interchangeably throughout this report, except where noted otherwise.

CREDIT FOR JOB/LIFE EXPERIENCE:

Survey Results

There were 159 responses to the agency questionnaire from a possible 263 for a 60.46% return ratio. A total of 360 university responses (from individuals) were received of a possible 1,573 for a percentage return 22.89. The rate of return is misleading because many questionnaires were sent to non-existent departments at universities, e.g., urban planning or law enforcement and so elicited no response. Also, questionnaires were returned showing multiple departmental programs, i.e., one person or department completed a questionnaire for the entire school, and some schools had no internship programs. The actual number of individual universities represented was 127 of 143 for a percentage of 88.81%.

Unfortunately, a number of university responses were lost in mailing and have not been accounted for. With this data, the net return would have been extremely close to 100% from the universities.

TABLE 1

Agency Data Consolidation (1973 Data)*

Survey Question	Graduate	Undergraduate
(2) Total Students Utilized	355	529
(3) Average Weekly Pay	$111.43	$75.24
Number Unpaid	82	216
(4) Average Hours Worked Weekly	31.04	26.65
(10) Average Time required for supervision per day	36 minutes	2.17 minutes

* Agency responses	159
Total Departments Reporting Intern Utilization	228

Quantitatively, the agency returns included the following totals (Table I). The 159 agencies responding noted 228 departments utilizing interns, or 1.43 departments per agency utilize interns. The total number of graduate students utilized in 1973 was 355 and undergraduates 529. This averaged to 2.2 graduate students per agency and 3.3 undergraduates. The average weekly pay of graduate interns was $111.43 while undergraduates received a weekly pay average of $75.24. Of those agencies reporting, 82 of the 355 graduate students employed received no pay (23.1%) and 216 of the 529 undergraduates received no pay for their services (40.83%). Although the graduate student salary averaged higher than the undergraduate, the figure is based on an average number of hours worked by graduate students of 31.04 while undergraduates worked 26.65 hours per week. The range for both was from 6-50 hours per week.

The average length of internship was 6.45 months but the range was from 2 1/2 to 24 months.

The data concerning supervision time proved inconclusive because of the large number of agency returns excluding this item or providing only partial answers. According to the survey data, the average daily supervision required by graduate students was reported to be 36 minutes or 3 hours per week, while supervision of undergraduate interns averaged 2.17 minutes daily or 10.8 minutes per week. The validity of this data is highly dubious.

TABLE II

University Survey Consolidation (Academic Year 1972-73)

Survey Question	Graduate	Undergraduate
(2) Number of Student Interns Placed per Semester	1,339	4,661
(3) Number Paid	604 (45.2%)	2,180 (46.8%)
(4) Semester Credit Hours Granted	4.11(Range 3-15)	4.0(Range 1-15)
(5) Total Semester Credit Hours Granted	5.76(Range 2-20)	6.89(Range 2-24)
(6) Time Frame of Internship (Months)	6.76(Range 3-36)	7.4(Range 1-27)
(8) Average Hourly Pay	$3.04(Range $1.80-4.60)	$1.93(Range $1.00-3.75)
(9) Average Hours Worked Weekly	27.5(Range 10-50)	23.2(Range 10-40)
(10) Internship is a Required Part of Curriculum	56/(59.6%) 94	89/(58.6%) 152

360 RESPONDENTS

The university survey results were also revealing (Table 11). A total of 6000 interns were reported as participating in university internship programs each semester in academic year 1972-73 by the 127 universities responding to the survey questionnaire. Since only 884 interns were reported by the using agencies, it can be assumed that there was some confusion by the agencies concerning the time period involved, but more likely, many interns, particularly in the larger university programs, were placed in other than governmental agencies (e.g., psychology, business, and vocationally oriented programs).

There were a total of 1,339 graduate students and 4,661 undergraduate students listed as interns for each semester of academic year 1972-73. If this figure is correct, during a three semester year, 18,000 students would serve internships in Texas. Of those institutions granting academic credit, the average number of credit hours per semester (granted) for graduate students was 4.11 (range 3-15) and undergraduates 4.0 (range of 1-15). Statistically this may not be completely accurate in that some respondents listed quarter hours rather than semester hours and did not specify this fact. The figure exceeds the 3 credit hours per semester expectation because some of the larger programs indicated full time internships without other academic course work as part of a specialized degree program, which led to the awarding of greater increments of credit. However, the total semester hours reported for all intern type programs averaged 5.79 for graduate students (range of 2-20) and 6.89 for undergraduates (range of 2-24).

The credits were awarded within a time frame ranging from 3-36 months (average of 6.76 months) for graduate programs and 1-27 months (average of 7.4 months) for undergraduate programs. This leads to the conclusion that on the average undergraduate interns served longer internships and received more academic credit than graduate interns.

Corresponding to the agency returns, universities reported the average hours worked weekly by graduate interns as 27.5 (range 10-40) and undergraduates as 23.2 (range 10-40). The average hourly rate of pay for graduate interns was reported as $3.04 (range of $1.80-$4.60). However, it should be noted that 54.8 per cent of the graduate and 53.2 per cent of the undergraduate interns were unpaid.

The 94 faculty supervisors of graduate programs reported that 59.6% of their students served internships as a required part of their curriculum while 152 undergraduate faculty program supervisors reported that 58.6% of their students served in required internships.

EXPERIENTIAL EDUCATION/INTERNSHIP PROGRAMS

Of many obstacles that have been encountered in making education universally available, two are of particular interest in the present context. One is the notion that education is something that takes

> *place in a block of time between six and eighteen (or twenty-two) years of age. The second is the idea that education is something that occurs only in a classroom. A system of education suited to modern needs and aspirations cannot come into being until these two notions are finally done away with.*
>
> John W. Gardner

Based on a review of the multiplicity of programs offered in and out of Texas that could be labeled "experiential," there can be little doubt that credit for structured life experience schemes are integral to the continuing education needs of Texas and reflect Gardner's philosophy. Recognition of this need appears in the broad program for future development and expansion of continuing education programs contained in the Governor's *Goals For Texas* (report) in the charge to "Determine new programs which are needed by analysis of the present degree program structure in Texas public and private senior colleges in relation to student population and the needs of society."

New developments in experiential educational programs reflect a cognizance of the university student demand for more relevant education. This same demand is increasingly being voiced by the job market, and the obvious university response to this demand evidenced by the large number of internship type programs already in existence or currently under development. Recognition of the value of these programs at the national level is contained in the Educational Amendments of 1972 and 1974 to the Higher Education Act of 1965, which pledges assistance to educational institutions and agencies who promote "the creation of institutions and programs involving new paths to career and professional training, and new combinations of academic and experimental learning." This call has been answered by the development of such programs as X and Y Registration (University of Minnesota); directed instruction, directed studies, contract proposals for study, life-experience study plans, UWW degree programs and a multiplicity of internship or service-learning types of programs. Where not now included, these programs should be incorporated into the university curriculum. Of course, regular tuition costs and university evaluation standards should apply to these courses.

RECOMMENDATION ONE

Experiential education/service learning internships should be formally established as part of the university curriculum by establishing departmental courses entitled correspondingly.

The path of experimentation and program development, however, has been fought with difficulty and is reflected in a generalized lack of consistency from program to program even within the same institution. There is a noted lack of cooperation between universities; a scrambling for funds that has given some universities too much while others not enough to operate viable programs; development of new programs without adequate financial support; lack of guidelines concerning intern course requirements; a scrambling by universities to "hustle" internships; the development of monolithic relationships with using agencies in an attempt to create "love matches" between an individual professor and an agency so that only his intern will be considered; favoritism (real or imagined) of certain schools or regions of the state over others; and a general lack of information concerning the availability of intern positions.

The unfortunate fact is that these shortcomings are apparent both to students and to potential employers, giving even the better programs a slipshod appearance--these deficiencies were frequently noted in the responses to the agency questionnaires. The lack of adequate *and stable* funding sources associated with a general jealousy or lack of recognition *within* the university and the low priority associated with internship programs, in spite of their relevance and student demand, forces program administration to be a haphazard, unpaid and unrecognized extra duty foisted upon reluctant faculty members, or carried out at personal expense (travel, time and telephone) by dedicated faculty sponsor personnel. For example, only 94 (58%) of the faculty sponsors responding received some form of added compensation or course offset for internship involvement, 68 (42%) did not. This is in general support of 6,000 students participating in intern type programs *each semester*. In reality, the percentage of faculty sponsors receiving compensation is probably considerably less because a number of survey returns indicating intern program involvement failed to respond to this question on the survey.

Some of the problems alluded to may be mitigated by state assumption of a leadership role as has been done in a number of states (e.g., Georgia, North Carolina, North Dakota, etc.). This does not mean that the state should dictate standards or tell universities how programs should be run. It means that the state should provide the organizational framework upon which public and *private* higher educational institutions may capitalize, if they choose.

Before presenting information appropriate to a suggested state role in this area, this study will explore and present a proximate model for internship type programs. This model will deal with the study task of: 1) the formulation of suggested criteria for accreditation of structured job/life experience by universities; 2) possible roles for the state or some other organizational hierarchy in bringing leadership and guidance or in providing a clearinghouse type function for the use of Texas Universities engaged in experiential education and service learning programs; and 3) it will culminate in suggested programs, positions, legislative action and funding recommendations to assist in the implementation of these proposals.

Suggested Standards For Accreditation Of Structured Experiential Education Programs

Preliminary to the presentation of an evaluation model, the various facets or components of an internship program will be discussed. The information contained in a multitude of in-state and out-of-state letters concerning these topics, innummerable personal interviews of persons involved with intern program administration in Texas, and the available literature have provided the foundations for the data contained in this report.

Preparation For Internship/Experiential Education Programs

A survey of agencies, faculty and students involved with field experience education programs revealed a consensus on the importance and usefulness of preparation for the experience but a general deficiency in this phase of the program. This deficiency is related to a lack of knowledge of the program goals by the student *as well as* the faculty supervisor and the using agency. In a paper presented at the Second Annual Conference of the Society for Field Experience Education, Cricket Levering raised the following questions significant to the structuring of field experience programs:

1) What are the general goals and objectives of field experience?
2) What are the specific objectives of any given program of field experience?
3) How can preparation for field experience contribute to the achieving of those objectives?
4) What are the necessary ingredients of effective preparation?

Generalized goals and objectives of individual internship type programs are, of course, subject to interpretation by the sponsoring institution, but written goals and objectives should exist and be available to the faculty, using agencies and students of each program. As such, there are three dimensions of definition necessary: 1) goals and objectives of the intern, or what he can expect to gain through program participation; 2) goals and objectives of the using agency; and 3) the educational standards and expectations of the sponsoring university. Each set of definitions of goals establishes a contractual groundwork upon which credit may be weighed against achievement of learning objectives.

Specific objectives of a given program, prerequisites and ingredients necessary to effective preparation for and accomplishment of objectives should be understood by all parties involved. If established in advance, the question of academic accreditation becomes simply one of meeting the standards or objectives established. The returns to the survey repeatedly stressed the need to measure learning and not just experience.

"...All humans experience the world but experience is not, in and of itself, an efficient learning device otherwise all young people would have no degrees and everyone over sixty would be given a Ph.D.," (See Ernest A. Lynton, "Acceptability of Fieldwork in Traditional Institutions.") Measurement of *goal achievement* appears to be the best way of making an objective determination of the value of the life experience.

The Southern Regional Board report *Service-Learning in the South: Higher Education and Public Service, 1967-1972*, suggests service learning objectives and student learning benefits that are appropriate to most structured experiential education programs:

Service Learning Objectives: 1) to give immediate manpower assistance, through the work of students, to agencies concerned with economic and social development; 2) to provide constructive service opportunities for students seeking to participate in the solution of social and economic problems; 3) to encourage young people to consider careers and citizen leadership in programs of development and provide a pool of trained personnel for recruitment in public service; 4) to allow student, agency personnel and faculty to engage in a shared learning experience from which all can benefit; 5) to provide additional avenues of communication between institutions of higher learning and programs of social and economic development by making the resources of the universities and colleges more accessible to teaching, and research to meet contemporary societal needs.

Student Training Benefits: 1) The participant learns interpersonal skills which contribute to being an effective person and discovers his strengths and weaknesses in sensitive positions. 2) He learns the consequences of putting to the test his ideas conceived in a theoretical or vicarious setting. 3) He learns how to identify a problem and bring appropriate resources to bear in its solution. 4) He learns what moves people and what prevents movement. 5) He learns something about the totality of facts and forces involved in resource development. 6) He learns strategies that can maximize service-learning opportunities for himself and others. 7) He learns some of the characteristics of the cooperative and competitive process and the strengths and weaknesses of the two. 8) He learns that the actual accomplishment of something is inevitably more complex and difficult than is studying, planning, and dreaming. 9) He learns how creative freedom and imaginative guidance can be combined in enabling a person to accomplish things and become a constructive force. 10) He learns of deficiencies in his regular academic work and feeds back this information to his academic colleagues. 11) He learns vital techniques in interviewing people, conducting research. and writing reports. 12) More prosaically, he gains knowledge of the one or several disciplines related to his assignment knowledge that was not in the textbooks or lectures.

RECOMMENDATION TWO

Goals and objectives of experiential education programs should be written in advance of the planned experience. Therefore, it is recommended that all Texas colleges and universities having experiential education programs set forth the terms, goals or expectations of the program in the form of a written learning contract.

Once the program and agency objectives are stated, evaluation of the experience can follow an analysis of how well the student fulfilled his learning contract. A learning contract might incorporate the following ingredients (Portions of the following forms have been developed from a variety of forms in use at the following institutions: University of Dayton, School of Business; Texas A&I University at Corpus Christi, College of Arts and Humanities; University of South Florida, Off-Campus Term Program; Eckerd College, St. Petersburg, Florida; New College of Hofstra, U.W.W.; Laredo Junior College; Florida Presbyterian College; and the U.S. Committee for UNICEF, Summer Intern Program):

EXAMPLE:

LEARNING CONTRACT

Beginning Date ____________
Termination Date ____________
Name ______________________________ Student Number ____________

Address ______________________________ Phone ____________

Academic Major ______________________________ Minor ____________

Faculty Advisor/Supervisor ______________________________

Department Approval ______________________________

Name, address, and phone number of field sponsor, if any ____________

____

Statement of Objectives, Procedures, and Basis for Evaluation

Write at least a three paragraph contract (open to change during the semester) stating:

a) What you hope to study, explore, achieve, etc.
b) How you will go about it, perameters for study, etc.
c) How long you will take to accomplishing each objective.
d) How you wish to be evaluated--i.e., workshop or forum type presentation, journal/log with summary analysis, research paper, multi-media presentation, formal exam, etc.
e) What resources do you plan to utilize in accomplishing your objectives, e.g., list texts, reports, interviews, experience with other fields or departments or job experience--list agency and supervisor and specific projects or work to be

accomplished.

f) List tentative bibliography to be used, if appropriate.

Modifications in the plan of study may be agreed upon by the professor and the student.

You may not withdraw or drop this course once the contract has been approved. Work not completed by the termination date on the contract will be considered "F".

Circumstances beyond a student's control may prevent scheduled completion of a contract. Appeal of a schedule change or termination date may be made to the Field Committee.

The grade assigned will be on a pass/fail basis.

This contract is to be recorded as part of the university curriculum. It is subject to the same policies in grading as other college courses (if grade is awarded).

Number of credit hours requested ______________________________

______________________ Date ______________________________ Student's Signature

I have examined this contract and find it academically acceptable. I consent to supervise and evaluate the work.

______________________ Date ______________________________ Signature and Department of Faculty Supervisor

This contract defines a program which is acceptable for credit toward graduation.

______________________ Date ______________________________ Chairman of Field Committee

BACKGROUND
QUESTIONNAIRE TO ACCOMPANY LEARNING CONTRACT

When do you expect to graduate?____

Which courses and practical job/experience do you have that will help you to achieve your contract goals?

____

____

____

Identify other skills____

____

____

In a few short paragraphs, describe your career aspirations. Include a summary of how a field experience opportunity fits into your academic program and contributes toward your career aspirations.

Would you be interested in working on this project if you receive no pay?
Yes__________ No__________
How many hours per week can you devote to this project?________________
Do you intend to return to school next semester if you are not graduating?
Yes_________ No___________

Field Committee Recommendations:______________________________________

____

____

DESIGNATION OF FACULTY SUPERVISORS

The student should initiate his own study in terms of a learning contract at least one month prior to the beginning of the semester in which he proposes to begin the study. The learning contract should be evaluated by a faculty member who has been designated to serve as a supervisor for this type of project in each department. The faculty supervisor should obtain departmental approval of the study contract.

RECOMMENDATION THREE

Each department of each university offering experiential education programs should designate at least one faculty representative to serve as a sponsor/supervisor and program monitor.

The recommendation to designate one faculty representative for each department offering experiential education opportunities follows suggestions made by the Governor's staff and many others who have tried to coordinate internship type programs, but have encountered the frustration of having disinterested or unqualified faculty sponsors unfamiliar with internship programs who have been appointed by academic deans, or worse yet, no one person to contact within a given department or university. (See also suggestions made by H. Merrill Goodwyn Jr., *Guidelines For Further Development and Expansion of the Texas Service Learning Program).*

DESIGNATION OF FIELD COMMITTEE

The questions of relevancy, standards and evaluation may only be realistically answered by personnel of the institution sponsoring the experiential program. In order to uphold the highest institutional standards for field experience programs several faculty members should be involved in the review of each learning contract, at least one of which should be an expert in the subject area involved. To avoid any claim of bias, and to promote interest, support, and enthusiasm for field programs, student input is vital. Finally, each university should denote one faculty representative to serve as field program administrator to coordinate learning contract proposals and experiential education programs at each university. This person would also serve the function of university coordinator and liaison with departmental counterparts. A similar position has been established at a number of universities, but one especially good example is the administrative organization of the Human Affairs Program at Cornell University.

RECOMMENDATION FOUR

It is recommended that a "Field Committee" comprised of two faculty members, two students and a university coordinator be established at each university.

The role of the Field Committee is to help and advise students in designing projects, to decide on the amount of credit to be given and to insure that the project proposal is realistic in terms of what the student can reasonably accomplish and the university will recognize as credit equivalency. A subject matter faculty "expert" can be utilized to provide input to the field committee as needed.

The acceptability of field projects should be judged on their potential educational value for the student. The standards established should be applied consistently to each student application. The Field Committee must also be assured that the student is reasonably well prepared to understand the problems and to benefit from the job experience without disrupting the organization he is to work with on the project.

RECOMMENDATION FIVE

Student eligibility criteria should be standardized in each department offering field experience educational opportunities.

AWARDING OF CREDIT HOURS

Deciding the number of credits to be awarded is a problem that promotes inconsistency and ill-feeling throughout the state. The rule should be, equal credit for equal work. Documentation and resolution of this dilemma is outside of the responsibility of this study and yet one that demands further recognition. Credits awarded for experiential education range from zero to fifteen (thirty-two if examinations are used); field experience may be required part of the curriculum and yet no credit may be granted. Finally, field experience may be paid for some and unpaid for others. This creates the ubiquitous situation where students from different departments or universities may be doing the same job at an agency where one receives academic reward while the other does not, or more confusing, one is unpaid and receives no credit, while the other is paid and receives course credit, any combination of these circumstances, or even differing amounts of credit. The situation is chaotic and unfair.

A review of equivalency (see Accreditation of Unstructured Job/Life Experience) of working hours to academic credit reveals a rule of thumb formula of awarding one academic credit for a minimum of three and a half hours work per week in a normal four month semester, or three semester credit hours for ten hours (per week) on the job. This "rule" arises from a consensus of opinions expressed by out-of-state experiential education program directors . This does not mean that forty hours merits twelve credits. There is a proven point in time (about three years) where *length* of time on the job does not contribute to further learning, the same is true in hours per week. The university survey returns indicated that the average number of hours worked weekly by graduate students was 27.5 and undergraduates 23.2, for an average of 5.79 graduate semester credit hours and 6.89 undergraduate semester credit hours. This equates to 4.75 job hours for each semester credit hour (credit) per week for undergraduates.

It should be noted that the survey results contributing to these figures did not offer a clear picture of minimum hours of job experience equated to academic hours, merely actual hours spent on the job, therefore, the standard of 4.75 job hours per academic credit for graduate students (or 14.25 job hours for 3 academic credits) and 3.75 job hours per academic credit for undergraduates (or 11.28 job hours for 3 academic credits) may not be an accurate measure of *value or equivalency.*

Although graduate students are paid more by agencies than undergraduates, $3.04 per hour versus $1.93 per hour(average), there is no logical basis for differentiating in terms of work hours per week required per credit hour between the two. Therefore, minimum hours worked per week per credit hour should be *the same* for graduate and undergraduate interns.

An affiliated question is that of variable credit, something that is prohibited by the funding formula of the state school system of Texas. How is credit awarded for variable hours spent during one semester or during the short summer term, or for full versus part time employment? At what point does learning cease; should credit stop also? It is of course assumed that the credit should be awarded only to reward *learning* experience.

RECOMMENDATION SIX

It is recommended that funds be made available to study the awarding of credit hours for job/life experience and that a standard be established based on the principle of equal credit for equal work. In lieu of this, it is suggested that the field committee determine the academic course equivalency of each student learning contract and recommend that credit hours be awarded accordingly. It is suggested that the minimum of 10 hours per week on the job be the standard for awarding 3 semester credit hours experience for each semester of structured internship experience both for graduate and undergraduate students.

RECOMMENDATION SEVEN

To permit more flexibility in program development and options for the student and due to the variability in job/life experience situations, it is recommended that the State Coordinating Board permit the awarding of variable credit for field experience programs.

UNIVERSITY FIELD PROGRAM REPRESENTATIVE

Associated with the field committee proposal was the suggestion that one person be designated as the university representative, supervisor or administrator of field experience, experiential education, and/or internship programs. An increasing number of universities in the United States already have a separate office (and staff) to administer these programs. The student demand for field programs and administrative services in these schools is great. If the survey findings are accurate, 18,000 Texas students participate in internship type programs each year and almost 60% of these must do so as fulfillment of a required part of their curriculum. This is another area outside of the domain of this study, but one associated with accreditation and will be discussed further under the topic of evaluation of experiential education.

RECOMMENDATION EIGHT

It is recommended that funds be made available for a needs analysis relative to the creation of the Office of Director of Experiential Education at every college and university having significant field study programs. In lieu of this, it is suggested that a university representative be designated to serve in this capacity at every university having interest in field study/experiential education or internship programs.

FACULTY REPRESENTATIVE COMPENSATION

Survey results indicated that 94 of 162 (58%) of the faculty representatives responding received extra compensation or course offset for the additionally assigned task of supervision of experiential education programs. The study did not determine whether the compensation was adequate; however, strong comments were made by many respondents not receiving course offset or compensation who they felt they should. Dr. Bill W. Hamaick, Head of the Department of School Services at Stephen F. Austin University notes that:

> *....(Internship programs are) expensive since (they require) both time and travel on the part of University Supervisors. To this point in time, these programs have been supported by teaching grants acquired from several sources. In every case grantors expect the university to eventually*

assume the total costs of all instruction. Under the present funding formula for state supported institutions, it is not so difficult to assume the cost of on-campus lecture courses. It would be impossible, however, to assume fiscal responsibility for field study and intern programs using the funding formula appropriate to lecture courses. Neither HEGIS nor Coordinating Board Curriculum Codes provide a means for recognizing these cost differentials.

Both faculty and representatives of cooperating agencies feel that the field study and intern components of our program are its real strength. Yet we face the possibility of having to eliminate them at such time that grant funds are withdrawn unless the Coordinating Board and the Legislature recognize their value and provide an appropriate funding formula. Both field study and intern programs should be funded at a level that is at least equal to that of student teaching in teacher education programs. Anything less would be disasterous.

Supervision of these programs requires considerable time and effort on the part of the faculty. Program administration includes planning, selection of field work sites, selection and training of supervisors, recruiting, interviewing and the preparation of students, operating fund acquisition, program and student evaluation, grantsmanship and grant administration, and a host of other responsibilities.

Supervision includes on-the-job supervision, periodic discussions and reviews, counseling, on-going field seminars, assessment, reviews and follow-up. This cycle is repeated each semester.

Ernest A. Lynton, Dean of Livingston College, Rutgers University notes that,"the operating budget of the university must take *explicit* account of the costs of field work and the assignment of faculty workload ... the system of reappointments, promotions, and tenure must similiarly *explicitly* recognize the involvement in this mode of instruction." He goes on to suggest a twenty to one student/faculty ratio; that is, one full time faculty member, *without any other duties*, should be responsible for the entire task of planning, supervising, and assessing the field work of no more than twenty students.

This ratio may be euphemistic. For a twelve to fourteen week term, six to seven hours must be expended each semester (per student) in planning, one hour per week per student in supervision, and six to seven hours per semester per student for assessment. This means that within a 560 hour schedule, the other duties and responsibilities of the supervisor must be *subtracted* from these primary tasks. Further study would reveal variations in time required for program administration dependent on unique programs, regional problems, faculty and support availability and other variables. Also, the supervision and administration of ten interns results in a time expenditure of more than 1/2 of that required to supervise twenty It is evident that the question of workload equity requires further study, but changes in the present system and recognition of this problem is required now.

RECOMMENDATION NINE

It is recommended that the State Coordinating Board reevaluate the faculty-student ratio funding formula to permit explicit recognition of faculty supervisors of field experience/experiential education programs. Although further study to formulate an exact ratio is warranted, the ratio of twenty field study students to one full time faculty supervisor with no additional teaching duties is suggested.

PROGRAM FUNDING

The most difficult part of administering experiential education programs is obtaining adequate funding support. Funds may be used as seed money, particularly for more conservative agencies or smaller cities, to offset or pay salaries of students or to encourage initial placement. Once the value of the service rendered has been proven, the agency or city is usually able to continue the student on subsequent semesters at agency expense. Grantsmanship has become an integral part of intern program supervision because of the lack of stable funding. Funding support for Texas internship programs has in the past been available through the Southern Regional Education Board, Economic Development Administration (EDA) of the Department of Commerce, Coastal Plains Regional Commission, Department of Labor, Office of Economic Opportunity, Moody Foundation, Hogg Foundation, Title One of the Higher Education Act of 1965, the HUD 701 Program, the Governor's Service Learning Internship Program, and a host of other sources.

Potential foundation sources may feasibly be explored through the *Foundation Directory*, 3rd Ed. (Marianna O. Lewis, 1967). The Intergovernmental Personnel Act has provided funding to some state internship programs, the U.S. Civil Service Commission recently awarded a $90,000 grant to the National League of Cities, U.S. Conference of Mayors under the I.P.A. (to provide fifteen labor relations interships for state and local officials). This source merits exploration. Nationally, Senator Humbert Humphrey recently achieved passage of a bill (S-1271) entitled, "Interns for Political Leaderships Act of 1973". If made into law, the Act will provide for funding of 50% of the program costs of governmental interns.

These, of course, are possible sources of funding, but each source is subject to annual renewal and many of the above sources have shifted resources to other priorities, thus leaving viable intern programs defunct. Service-learning experiences or internships should be paid, with the using agency assuming all or most of the burden. However, program administration is also costly and the merits of seed money to obtain initial placements with skeptical agencies are too great to ignore.

Therefore, if the value of service-learning or experiential education programs is acknowledged, this should be made a regular part of the university budget.

RECOMMENDATION TEN

It is recommended that the State Coordinating Board assume a leadership role in assisting Texas Colleges and Universities in obtaining realistic funding support for the development and maintainence of experiential education/service-learning programs as a line-item of each university budget and that legislative support be obtained to accomplish these same ends.

GRADING

Although the awarding of a specific grade is inextricably linked to the evaluation process, there is a great deal of variability in evaluating field experience, job/life experience programs. While an instructor has the opportunity to observe performance on a day-to-day basis and to assess progress through periodic examinations, the usual field experience program places the student outside of the normal academic environment and at times cannot be as closely controlled. The distinction between grades on a letter grade scale of A-F becomes blurred. Again, the maxim of equal pay for equal work dictates a measurement and deliniation of performance that would be extremely difficult at best. For simplicity and consistency, it would be far better to award a simple pass-fail grade, a procedure that is indicated in a majority of out-of-state field experience programs.

An interesting survey concerning grading was conducted of forty-four students and thirty-one campus coordinators participating in the Georgia intern program. This survey revealed some interesting data (Thomas J. Williams, "Faculty and student attitudes toward intern evaluation".) The question asked was: What criteria or measures should be considered by faculty advisors in assigning grades to interns? These results demonstrated the value differential associated with differing measurement devices. Reports and supervisor evaluations were assessed to be of the highest importance. The assignment of a specific grade based on obvious differing values (to students and faculty) applied to each measurement device, i.e., panel report, work supervisor evaluation, field visit, etc., make the *validity* of a specific letter grade dubious and subjective. Moreover, the value of the evaluative device itself *differs* in importance in the perspective of the students and faculty members. Which one, or combination of evaluation tools should be the basis for the letter grade? Do priorities change from semester to semester? The only valid means of standardization appears to be the assignment of a pass or fail grade versus a letter grade.

RECOMMENDATION ELEVEN

It is recommended that field experience programs award grades on a pass/fail basis rather than a letter grade standard.

Structured Life/Job Experience for Academic Credit - 5 Models

The process of evaluation is basically a system of establishing standards and then measuring the work achieved in comparison to those standards. Validating the standards and the exactitude of the measurement process means legitimizing the system, in this case, gaining academic and employment community acceptance for the program, the standard, and the process of verification. The ultimate test of validity for any program is how well it will be accepted by the job market as having realiably demonstrated achievement.

There are basically four common types of field experience evaluation models which may serve as an administrative basis by which colleges and universities could adapt their own organizational procedures for awarding and validating credit for standard job/life experience. Each of these models is based on a common typology of structured learning experience: A) Independent Study (Table III); B) Service-Learning Internships (Table IV); C) Cooperative Education (Table V); and D) Volunteer Experience (Table VI). These models are explicitly tailored to the program patterns indicated in the survey of Texas field experience programs and adapted from models developed by the University of Illinois, Chicago Circle's content analysis of thirty field experience education programs (used here with permission).

From these prototypes, an 'ideal' administrative model may be established.

MODEL E: AN IDEAL ADMINISTRATIVE PARADIGM OF STRUCTURED FIELD EXPERIENCE EVALUATION

Model E (Table VII) is a composite or common typology of learning experience programs incorporating the recommended learning contract indicated earlier. The administration/validation chain appears in Table VIII. The learning contract is the key to university evaluation of structured fixed experience education programs and may be modified to serve the specific programs and objectives of any Texas college or university. The learning contract and evaluation reports by the supervisor using agency as well as student submitals, logs, project reports, etc., should be retained by the

Table III

STRUCTURED FIELD EXPERIENCE EDUCATION
MODEL A: INDEPENDENT STUDY**

STEP 1 Typical Program Objectives	STEP 2 Student Selection Criteria	STEP 3 Type of Project or Task Assignment
*To provide students with a chance to explore a specific research problem beyond the university classroom *To broaden the classroom learning process and test educational theories *To provide indirect community service *To provide students and faculty with the opportunity to conduct group research in laboratory environment outside the univ. *To provide subject matter outside of regular curriculum to selected students *To provide special instruction to students on an individualized basis	*Typically a junior or senior with ability to do self directed assignments over a period agreed upon by faculty advisor teaching a parallel course *Pre-requisites, if any, completed *Appropriate G.P.A. if required *Graduate student requirements as needed *Informal or no requirements other than an explicit interest	*Topical readings for colloquy, seminar and group discussion on a regular basis *Various written planning and progress reports on a regular basis *Final individual or group assignment to culminate work *Assignment to outside agencies for the purpose of special research *Development of learning contract
STEP 4 Basic Procedures for Evaluation	STEP 5 Academic Compensation	STEP 6 End Results
*Discussion during weekly seminars with faculty advisor *Individual conferences with faculty advisor *Oral and written tests on subject matter *Self-evaluation by student with faculty advisor *Completion of all relevant task assignments agreed upon by the student and faculty advisor *Annual evaluation by college and department to improve and support student and faculty work in this area.	*Typically up to 8 credit hr. per quarter or 3 per semester depending on a nature of course and departmental requirements as interpreted by the faculty advisor *Generally without financial support unless provided by agency or department stipend, fellowship, assistantship, etc. *Incentive to complete requirements at own speed with little or no formal class attendance required	*Students, faculty advisors and agencies may engage in a formal review and evaluation process at end of each quarter or semester *Feedback from this process can be accomplished with checklist, questionaires, evaluation forms or evaluation workshops with all concerned parties or between student and faculty supervisor *Faculty sponsor reviews learning contract and assigns grade of pass/fail.

**Model A-D represents modification of forms developed by Howard R. Norris; Content Analysis of 30 Field Experience Education Survey Responses(Chicago, Univ. of Ill. Chicago Circle, May 31,1973) Used with permission.

Table IV

STRUCTURED FIELD EXPERIENCE EDUCATION
MODEL B: SERVICE LEARNING INTERNSHIPS **

STEP 1
Typical Program Objectives

*To provide students with practical experience and training in a variety of real world situations designed to facilitate the application of classroom learning
*To provide part or full time employment
*To integrate research into classroom study
*To provide agency with staff support
*To provide educational opportunities for agency/staff improvement
*To provide a supportive relationship between the university and surrounding community
*To provide employment contacts for future university graduates
*To provide inexpensive expertise that using agencies might not otherwise afford

STEP 2
Student Selection Criteria

*Typically a Jr. Sr., Graduate student with the ability to do independent work
*Pre-requisites, if any, completed
*GPA, if required
*External requirement i.e., work study, grants, etc.
*Special requirements; time, transportation, etc.
*Final selection by using agency

STEP 3
Agency Placement and Internship Standards

*Develop specific task assignments for student over a semester period or longer
*Agreement, written or verbal, between faculty advisor, student and agency concerning attendance, communication, and responsibilities at placement site
*Visiting of placement site on a regular basis if required
*Development of learning contract

STEP 4
Typical Project or Task Assignment

*Participatory observation
*Supervised research project in related subject matter area
*Special report writing, data collection
*Tutoring, clerical work, class preparation, clinical training, case work, teaching
*Weekly seminars, workshops, etc.
*Activity logs, check lists, short reports, final papers, supplementary reading, attendance at lectures and professional meetings

STEP 5
Basic Evaluation Procedures

*Agency response to quality of work performed by use of standard questionnaire
*Agency Evaluation
*Student and faculty advisor review impact of project in light of objectives as well as tasks
*Periodic regular meetings and final reports at end of semester
*Informal faculty/student/agency meetings as required with support of department

STEP 6
Compensation Received

*Academic Credit or fulfillment of degree requirements
*Monetary Reward
*Professional training in chosen field
*Possible future place of employment
*Personal growth and development

STEP 7
End Results

*Students, faculty advisors, and agencies if needed engage in a formal review and evaluation
*Feedback from this process can be accomplished with a checklist, questionnaires, and evaluation workshops with all concerned parties

** Used with permission. See note, Table III.

Table V

STRUCTURED FIELD EXPERIENCE EDUCATION
MODEL C: COOPERATIVE EDUCATION PROGRAMS**

STEP 1
Typical Program Objectives

*To provide student with practical experience and training in a variety of real world situations designed to facilitate the application of classroom learning
*To provide a part or full time employment
*To intergrate research into classroom study
*To provide agency with staff support
*To provide educational opportunities for staff employment
*To provide a supportive relationship between the university and surrounding community
*To provide employment contacts for future university graduates

STEP 2
Student Selection Criteria

*Typically a sophomore student with the ability to do independent work
*Pre-requisites, if any, completed
*GPA, if required
*External requirement i.e., work study grants, etc.
*Special requirements; time, transportation, etc.
*Student selection by using agency

STEP 3
Standard for Cooperative Education with agency

*Develop specific task assignments for student over a semester or longer
*Firm written agreement between faculty advisor, student and agency concerning attendance, communication, and responsibilities at placement site
*Visiting of placement site on a regular basis if required
*Development of learning contract

STEP 4
Typical Project or Task Assignment

*Participatory observation
*Supervised research project in related subject matter area
*Special report writing, data collection
*Tutoring, clerical work, class preparation clinical training case work, teaching
*Weekly seminars, workshops
*Specific job responsibilities
*Short reports, final papers, attendance at lectures, and professional meetings
*Student works every other semester

STEP 5
Basic Evaluation Procedures

*Agency response to quality of work performed by use of standard questionnaire
*Student and faculty advisor review impact of project in light of objectives as well as tasks
*Periodic regular meetings and final reports at end of semester
*Informal faculty/student/agency meetings as required with support of department
*Check-off of learning contract objectives

STEP 6
Compensation Received

*Academic Credit
*Monetary Reward
*Professional Training in chosen field
*Possible future place of employment
*Acquisition of skill
*Fulfillment of degree requirements

STEP 7
End Results

*Students, faculty advisors, and agencies(if needed) engage in a formal review and evaluation
*Feedback from this process can be accomplished with checklists, questionnaires, and an evaluation workshop with all concerned parties

**Used with permission. See note Table III.

Table VI

STRUCTURED FIELD EXPERIENCE EDUCATION
MODEL D: VOLUNTEER EXPERIENCE **

STEP 1 Typical Program Objectives	STEP 2 Student Selection Criteria	STEP 3 Volunteer Agency Placement Standards
*To provide student with practical experience in a variety of community settings designed to facilitate the application of classroom learning *To allow student an opportunity to serve *To link the university with community institutions	*Typically any enrolled student in good standing *Volunteer for general experience or in fulfillment of degree requirements *No GPA required *Special external requirements *May or may not receive academic credit or monetary reward	*Develop specific task assignments for student over a semester period or longer *Agreement between faculty advisor, student and agency concerning attendance, communication and responsibilities at placement site *Make sure placement site is visited on a regular basis (if required)

STEP 4 Typical Project or Task Assignment	STEP 5 Basic Evaluation Procedures	STEP 6 End Results
*Clerical Work *Tutorial *Arts and craft *Recreation *Campaign Work *Specific Projects *Administrative Assistance to Agency	*Agency response to quality of work performed by use of standard questionnaire *Student and faculty advisor review impact of project in light of objectives as well as tasks *Periodic regular meetings and final reports at the end of the semester *Informal faculty, student and agency meetings as required with support of department	*Students, faculty advisors, and agencies may engage in a formal review and evaluation *Feedback from this process can be accomplished with a checklist, questionnaires, and an evaluation workshop with all concerned parties

**Used with permission. See note Table III.

Table VII

STRUCTURED FIELD EXPERIENCE EDUCATION
MODEL (E): AN IDEAL PARADIGM FOR ADMINISTRATIVE EVALUATION

STEP 1

Typical Program Objectives
As Defined:
- *By University-Standards established by each department in advance to suit each type of field experience program
- *By using agency-Standards established by each using department or supervisor in consultation with university department which will furnish students, to realistically indicate agency expectations

STEP 2

Type of Project or Task

- *Development of Student Learning contract by student
- *Student contacts agency to incorporate agency expectations
- *Student and faculty advisor incorporate university standards
- *Student includes his objectives, goals, aspirations into learning contract
- *Learning contract is approved by faculty supervisor and field committee
- *Credit hours and evaluation procedures should be agreed to in advance

STEP 3

Basic Procedures for Evaluation

- *Student's progress is monitored and rated by using agency throughout semester-written evaluations may be submitted
- *Students progress is assessed informally by faculty supervisor--during periodic informal meetings, structured seminars, individual conferences, or contacts with agency supervisor
- *Learning contract is reviewed to assess progress
- *Student's progress is assessed formally by means of oral or written tests
- *Student's keep activity log, journal or submits progress reports throughout semester

STEP 4

Student Selection Criteria

- *Any student desiring this type of experience
- *Pre-requisites only as absolutely necessary
- *By agency needs or university standards (e.g., student should not be on scholastic probation)

STEP 6

End Results (Validity)

- *Follow-up siminar or meeting between student,using agency and faculty supervisor
- *Follow-up report, proof of application of field experience skills by means of a demonstration project or report
- *Assessment of strengths and deficiencies in completion of learning contract
- *Selective review by university or departmental field experience committees of completed learning contracts and random, past experience interviews

STEP 5

Compensation

- *A grade of pass/fail based on completion of learning contract objectives
- *Maximum return from the experience for the student and the using agency
- *Academic credit equal to that which is awarded for equivalent academic learning is granted
- *Stipend or pay if warranted

Table VIII

EVALUATION/VALIDATION CHAIN FOR STRUCTURED FIELD EXPERIENCE EDUCATION

PROCESS	RESPONSIBLE ACTION AGENT
1. Student contact with work agency and/or formulation of learning objectives of learning contract	---University input (Objectives) ---Agency input (Objectives)
2. Faculty advisor consultation and project contract approval	---Departmental review (Quality control)
3. Field Committee's review approval/ recommendations	---Student input ---University input ---Faculty input
4. Learning task accomplishment	---Agency Supervisor ---Faculty advisor supervision
5. Ongoing learning objective program evaluations through tests, meetings rating forms, etc.	---By faculty supervisor ---By agency ---By student
6. Submittal of project completion materials--logs, reports, examinations, etc.	---By student
7. Review of learning objective accomplishment and Grade (Pass/Fail assigned)	---By faculty ---By agency ---By student
8. Periodic random check of learning contracts (by university staff and/or personnel that are responsible from the department)	---By administration ---By accreditation committee

faculty advisor to serve as a basis for follow-up administration or departmental project monitoring committees or personnel and as reference (with the exception of supervisor evaluation reports) for other students in the development of their learning contracts.

RECOMMENDATION TWELVE

It is recommended that Texas Colleges and Universities establish an evaluation/validation model for accreditation of structured field experience education programs patterned after the ideal type model (E) as indicated in this report (Tables VII and VIII).

CENTRALIZED DIRECTION

The final portions of the study of structures job/life experience programs are concerned primarily with internships, but the recommendations could apply equally well to other types of structured experiential education programs. Of great interest and potential is the possibility of creating a centralized clearinghouse, information center or authority to assist the State's colleges and universities in optimizing student placement with using agencies, in obtaining a stable source of operating funds for intern programs and in obtaining information on such things as funding sources, program development, program evaluation, etc. Agency responses in the survey provided considerable data relative to complaints about existing programs and offered suggestions as to how the university student might be better "marketed" to the using agencies. A fault in the agency questionnaire and in the cover letter to Dean's of Academic Affairs, Dean's of Continuing Education and Registrar's was the example given with the question:

Would a statewide clearinghouse for information and placement of prospective interns be useful? Why or why not? Where should such a clearinghouse be located (e.g., Governor's Office, Coordinating Board, major university, etc.)? How should it work?

The wording of the question and the examples caused many respondents to react to the suggestion of the Governor's Office (a fear of political control) and the Coordinating Board (private colleges were not interested in Coordinating Board control), instead of developing other alternatives, such as to suggest a location within the Department of Community Affairs or a regional clearinghouse approval. A sampling of opinions revealed the following:

Dr. Thomas J. Mikulecky, Regional Research Representative, Dallas and vicinity:

The majority of the Dallas Region respondents felt that their particular evaluation procedures were best and the majority did not prefer a statewide clearinghouse. Those who did prefer a clearinghouse felt that it should not have regulatory powers but could only be useful as a resource. These respondents felt their situations were best served by their own practical and realistic evaluation procedures. Nevertheless, a clearinghouse could help to an extent if it were able to list various positions for placement of interns since much valuable time is spent locating placements.

Dr. Richard L. Schott, Austin Area Regional Research Representative:

From the returns received from the agencies, it appears that a majority would favor the establishment of some kind of clearinghouse for internships. Sixteen agencies felt such a function would be necessary or useful, whereas eleven stated they did not feel it was necessary. Many of those who felt such an arrangement would not be helpful had already established formal clearinghouse procedures for their particular program or field (e.g., psychology). Or, their programs were so small that they did not feel that such an institution would be of help.

Among those agencies reporting that a clearinghouse would be useful, a plurality favored the establishment of such a function in the university setting, such as the relevant professional school. These agencies felt that since the goals of the internships were academic, the coordinating mechanism should be placed at an institution of higher learning. The next most numberous category of responses suggested that such a function would be be placed in the Governor's Office, and within that office perhaps in the Division of Planning and Coordination. One or two agencies entered the caveat, however, that this would be agreeable only if the "neutrality" of the internship clearinghouse function were preserved and that no political pressures were brought to bear. A third category of agency respondents suggested that the Coordinating Board would be a logical institutional home for such a function.

No matter where the agencies suggested that such a function be housed they were careful to stress that it should have an essentially informational function rather than a control or a directive function. It is also of interest that among those agencies which did not use interns, some five took the opportunity to comment on a proposal for a clearinghouse, suggesting that if they had such a source of information about potential interns, they might become interested in developing internship programs in their agencies.

The university respondents were nearly equally divided as to the usefulness of a clearinghouse function. Eight of the programs surveyed suggested it would not be helpful, whereas seven said it would be. Most of the university respondents favoring the proposal suggested that a clearinghouse would be helpful in providing them with leads to other agencies which might be interested in participating in the internship program. They also stressed its usefulness as a source of information but not as a coordinating or control body for internships throughout the state. Several universities stressed the fact that the organization of such a function within their particular professional field or area would be of great assistance. (One should bear in mind that in several of the fields represented here, clearinghouse functions for internships already do exist.) There were only a few which suggested that a clearinghouse be located in some element of state government.

My conclusion concerning the clearinghouse mechanism is that such a device would probably be helpful both to the host agency and to the university. The question, however, is where such a mechanism should be placed and what functions it should have. There is a good deal of merit to the argument that the clearinghouse function be housed in either the professional organizations of the particular field or perhaps in its professional schools. State funds should probably be made available to professional organizations in those fields having large numbers of internships to allow them to develop a clearinghouse function of their own. It is possible that, given funds for such a function, some professional organizations which have not established criteria for the evaluation of internships could in this way be induced to at least consider the problem. Information developed in these various field-specific clearinghouses could be then channeled to a kind of "super" clearinghouse, perhaps situated in the Coordinating Board, which could make available on a broad basis information developed by these various groups. This would be especially helpful for state agencies and other institutions which would like to develop internships programs but for whom presently not enough information as to potential interns is available. Finally, it should be reiterated that clearinghouse functions should be essentially to provide information to universities, agencies, and prospective interns, not to direct or control their internship programs.

Dr. J. Pat Stevens, Northwest Texas Regional Research Representative:

Answers in the Northwest Texas Region cause me to question whether it would be advisable (desirable) to attempt to "standardize existing programs". The legendary independence of academics shows here. But non-academics in the region also--and almost unanimously--objected to placing the proposed "statewide clearinghouse" in Austin (or, by implication, anywhere else). Even if some central agency were to develop and decree statewide standards for internships, there is the very real problem of local application (or non-application) of standards.

I quite sincerely doubt whether centrally developed ("imposed") standards would be adhered to in these sections of Texas. Each program appears, to those involved in it, unique. And the variations in intern programs are staggering. For these basic reasons, I suggest the question of *organization and funding* is central...

If any standards promulgated by a "central agency" are to be *executed* , $$$ will be essential. Somehow or another, the Governor's Office and/or the Coordinating Board must be convinced that an infusion of dollars into intern programs is valuable and desirable. With the Coordinating Board supplying standards and the Governor's Office supplying money (causing institutional reports which justify expenditure of Governor's Office funds), the standards can be implemented.

What mechanisms should be established?

Why not have the Governor's Office establish "Intern Service Regions" *a la* regional planning areas to act as clearinghouses, funding channels, and standards enforcers? Most of the interns in this region are placed in a hit-or-miss, catch-as-catch-can fashion involving agencies and universities seeking to out-do each other. With accessible, reasonably proximate regional centers, buyers and sellers could be brought together in a much more rationalized, systematic fashion. A clearinghouse in Austin or environs could be established for "high-powered" internships.

Other selected opinions were typically:

John C. Calhoun Vice-President for Academic Affairs Texas A&M

"The suggestion of a statewide director of experiential education seems to have some merit, yet, I think it would be quite difficult to begin such an important venture without much more experience than we now have at our disposal. If there should be such a venture, I think the Coordinating Board would be the best place to locate the office. I am sure that, within the policies laid down by the Coordinating Board and our own Board of Directors, we would support and utilize such a service were it to come about."

J. T. Alders City Manager Nacogdoches

"Such a statewide clearinghouse might be good for larger cities. However, it seems to me in University towns ~~it~~ would be better on a local basis. Probably such an intern program would be utilized more if it were handled like the university's arrangement with Public Schools in training teachers. Very few cities will employ interns if they have to pay almost as much as for more advanced trained personnel."

Ted Muse Texarkana

"We feel that a statewide informational clearinghouse would be a good idea. Such a clearinghouse could provide information to inquiring localities regarding the availability, type of intern, and sponsoring institution.

With regard to placement, however, we feel that this activity ought to be coordinated directly between the sponsoring institution and the user locally. A relationship of this sort, we feel, is best because it provides direct contact between the two entities working with the intern as opposed to placing another layer of communications and coordination between the sponsoring institution and user locally."

Ed Wagoner Tyler

"A clearinghouse for information would be advantageous to prospective interns. In regards to local government, I feel this could be carried out through the Texas Municipal League."

Walton B. Reedy Director of Planning Central Texas Council of Governments

"The statewide clearinghouse would benefit the program by providing a wider range of matching interns with programs. The clearinghouse should be located in the Governor's Office of Planning and Coordination since this office has the expertise to relate needs with resources and can provide the prestige that will motivate both students and institutions to promote careers in public affairs. The basic procedure should follow that employed by the Governor's Public Service Intern Program (GPSIP) 1973."

Ernest L. Sharp Crockett State School for Girls

"We feel this would be very good especially for placement of interns on jobs after they have completed training."

F. Fagan Thompson Rusk Hospital

"For this statewide clearinghouse - not needed - we prefer for the colleges to screen for us."

Chester R. Hastings Vice-President Program Development
McLennan Community College

"Uniform criteria would be helpful in gaining acceptance for credit earned in this manner. I would think that the *only logical* place for the establishment of the leadership for such a program would be the State Coordinating Board."

L. C. Wood   Administrative Assistant to the President   Paul Quinn College

"...I wish to say that I feel that such criteria would be helpful and I feel that we would use it here in our programs. Perhaps an office of Director of Experiential Education on a state level would be helpful. I can see that such an office might well serve the colleges in this area. I feel that such an office probably would best fit under the direction of the Coordinating Board since that body serves as a clearinghouse of sorts already in matters pertaining to higher education in Texas."

Paul Blanton   Director of Social Internship Programs   Southwestern Univ.

"I would be pleased to see an office established as a clearinghouse for state-wide opportunities for work or service. I see little need for uniform standards of evaluation. Such a state office might be placed in or near the Governor's Office."

Statistically, *159* agencies and *343* universities responses to this question were received. The total number of agencies favoring a clearinghouse was *54*; not favoring one was *29*. The number noting a specific agency were as follows:

Governor's Office	19
Coordinating Board	6
Major University in Area	3
Other	10
No Specific Response	39

It should be noted that the government agencies responding were familiar with the functioning of the Governor's Office and probably incorporated a bias in this direction. Of those identifying the Governor's Office as a coordinating agency, most specified the Division of Planning Coordination.

The university responses presented extremes in both directions. There were 217 questionnaires returned indicating no internship type program or the respondent failed to answer the question. A fault in the questionnaire design might also have led to some confusion. The question about a clearinghouse was not defined or interpreted, which may have caused some respondents to read things into the questionnaire that were not meant to be there. Also, the clearinghouse concept was linked to the idea of intern *evaluation*. This may have accounted for the strong defensive reaction of the 69 university respondents who opposed the clearinghouse idea. Responses in opposition noted the following: informal, personal contact is better, a clearinghouse would establish standards that might discriminate, control and contact should be local, existing professional agencies for internships are adequate, programs vary too much for centralized control, a clearinghouse would be too difficult to establish, this a national function, and finally, over and over again the idea that "our program is too specific, we do not desire outside interference."

Only 58 respondents noted support for a statewide clearinghouse. As strong as some responses were against the idea, equally strong statements were made for it. Some of the functions such a clearinghouse might perform included: to provide loans, information and assistance in job placement, to provide ideas, evaluation and remove some of the ambiguity of existing programs, to settle controversies and procedure standards, to facilitate program evaluation, and most important, to assist schools in obtaining program funding. Only seven schools noted a preference for the location of this function--six preferred the State Coordinating Board and, one a professional association.

Overall, although the statistics are ambiguous because of the large number of agencies and universities that failed to respond, the following opinion of Dr. Lee Hunt, Houston Region Research Representative, summarizes the recommendations of this report:

> "A more centralized approach would tend to insure that all interns had similar experiential training (thus directly confronting the issue of *validity*) and that they were evaluated by consistent criteria. Thus, this would permit future employers to rely upon comparable evaluative criteria by which to judge internship experiences. On the other hand, the present decentralized system allows for flexibility in interfacing job training and agency needs with university programs on a short term basis.
>
> Creation of a statewide clearinghouse for managing and coordinating intern programs would probably be beneficial and acceptable to most persons dealing with intern type programs.
>
> A. A clearinghouse would reduce the tendency of individual university coordinators to "hustle" internships with local agencies. Thus, more time could be devoted by campus coordinators to supervision of student interns. Also, duplication of effort would be minimized.
>
> B. Intern opportunities would be increased for students. For example, students at various colleges would not be restricted to participating in intern programs negotiated by their individual university coordinator but, would be offered a variety of opportunities.
>
> C. Agencies and businesses would have greater access to interns

and be better able to manage their intern programs by knowledge of the available supply of students. Thus, long range goals would be implemented. Greater satisfaction with intern programs should result in increasing such opportunities.

D. Standardization of evaluation criteria would benefit agency and business directors in planning and coordinating the activities of interns by providing guidelines as to the *expectations* which educators have of the benefits of experiential training and vice versa."

H. Merrill Goodwyn, Jr.'s 1972 study on this same subject indicates seven other functions this office could perform:

1) Direct administration of an intern program.
2) To serve as a grantsman in securing funds to support other programs.
3) In arranging supporting services for participants, such as seminars, workshops, publicity, and publications.
4) In contacting agencies, colleges, and universities and screening them as potential participants in the program.
5) Periodically evaluating the success and impact of the program.
6) To function as a clearinghouse and broker of information for other intern programs involving students.
7) Develop a regional, or some other coordinative network for operation and expansion of the program.

The survey was ambiguous in indicating where this function should be located. Although the state agencies favored the Governor's Office, not one university looked in that direction. It should be noted too that overall, most negative responses were from respondents having intern type programs of a *specialized* non-governmental nature such as psychology, and professional education programs. The respondents having government related programs favored creation of a centralized coordinative agency. Also, smaller cities removed from major universities and smaller universities outside of major urban areas felt that a clearinghouse would be of considerable value. When the fear of interference in local programs is removed, a clearinghouse is seen as a useful source of information to embrace any intern program.

Although there are a number of highly successful state run intern programs offered (e.g., Georgia, Minnesota, North Carolina, North Dakota), there are also a number of centralized semi-private structures with a clearinghouse function, such as the SREB, the University of Kentucky Office of Experiential Education, City, Inc., and the New York City Executive High School Internship Program. Perhaps Texas should explore other method of serving this function. A special advisory board similar to the Administrative Advisory Committee on Public Personnel Management to supervise staff personnel might override the fears of political control and intervention regardless of where the clearinghouse were situated. The Governor's TSLP has been successfully supervised from the Division of Planning Coordination and has gained statewide acceptance and experience. And yet, if assigned to this office, there is a possibility that the intern program would be subordinated to other priorities from time to time, or the private institutions would not utilize this service because of fear of political obligation or control.

The State Coordinating Board would be a logical location for a clearinghouse. However, there is little information in the survey to lead to a constructive opinion as to the merits pro or con in establishing a clearinghouse with this agency.

Goodwyn's study proposed several other possible alternatives that merit further exploration:

1) Coordinate the program from the Governor's Office but diversify some of its administrative and contact functions, particularly with units of local government, through other existing agencies and institutes.
2) Create a private, non-profit corporation to operate the program whose directors include county residents, state and municipal officials, faculty, students, and other citizens as appropriate.
3) Contract for administration of the program within existing public or private, non-profit institutions.

Before this function is created, a study of the specific responsibilities and services to be provided is vital. Each college and university as well as using agency should have an opportunity to decide what this agency would provide, its political powers, its authority and most important what *services* it will bring to the university community. Acceptance and use of the clearinghouse will be contingent upon the attitude instilled during its formulation.

RECOMMENDATION THIRTEEN

It is recommended that funds be allocated for the study of the feasibility of establishing a statewide clearinghouse for experiential education. The study should answer the questions of where such a clearinghouse should be located, how it should be organized, how it should be funded, and what its functions should be in terms of services to be provided.

Part II

Suggested Standards For Accreditation Of Unstructured Experiential Education (Job/Life Experience)

In a paper prepared for delivery at the 1973 Society for Field Experience Education Conference at East Lansing, Michigan, Ernest A. Lynton of Rutgers University wrote,

> "...The clientele for higher education will increasingly consist of persons who are returning to college after some years of job experience or national service, and even more of those who wish to pursue their education in a way which is intensified with such off-campus activities. More and more of our students will be involved in field work whether we like it or not; it is our great challenge to take advantage of this by transforming a separate experience into constructive experiential learning, integrated with the overall education."

The university today is obligated not only to recognize and award credit for learning experiences gained while the student is enrolled, but also to acknowledge learning that takes place *outside* of its realm of structured supervision. There is no question that university supervised learning should be awarded credit. There seems to some dispute as to whether unstructured learning should receive credit. The pros and cons of this latter argument are beyond the scope of this study; however, it must be pointed out that continuing education students are increasingly demanding recognition for learning taking place or having taken place outside of the structured programs of the university and are turning to learning sources providing some form of recognition, such as special training programs, training institutes, management seminars, municipal league courses, etc. As such, potential degree students (and continuing education students) are turning away from the university in pursuit of credit.

Those students returning to the university in pursuit of degree programs are bewildered when they learn that these specialized courses are not granted academic credit, nor is job experience no matter how complex, technical, or academically related. The answer to this has been the creation of new degree plans and institutions, such as the New York State Regents Degree, the University Without Walls, and the learning contracts schemes used by a number of out-of-state institutions.

The essential ingredient of accreditation is learning.

Dr. Eugene Jones, San Angelo State University (Chairman, Department of Government) notes:

> "Students who have had meaningful experience directly related to their curriculum should be credited with a learning experience similar to that available in the classroom. However, one essential ingredient must be contained in the experience: learning. Mere work does not in itself involve learning. From the work experience it is essential that the student learn-hence the term "experiential learning" and that learning must be directly related to that part of the curriculum in which he is given credit or in which he is being strengthened by the work experience..."

Going further, experience and learning outside of the classroom *can* be equated with learning taking place in a university structured environment.

Ernest A. Lynton, Former Dean, Livingston College, Rutgers University wrote:

> "If field work is recognized during a college career, it should also be recognized in terms of prior experiences. Experience becomes experiential education only to the extent to which it has been digested, analyzed, and understood, and can serve as a means to the end of illustrating and illuminating general methods and principles. The difference between prior and concurrent experience is that with the former the institutions and its faculty has little or no way of either planning or supervising the field work. Determination of educational content, then, falls on post audit assessment and evaluation.
>
> Time and effort are required, but reimbursement for this time is difficult because you now deal with the cost of assessing something that happened *before* the student became enrolled at the institution. Proper assessment requires a careful preparation and analysis of the prior activities which involves close collaboration between the applicant and faculty. This makes it essential that this interaction be properly recognized, adequately funded and rewarded in institutional and individual terms."

Of 143 universities in Texas, 38 expressed an interest in awarding credit for unstructured job/life experience made suggestions, or described procedures presently utilized toward that end. These responses were intermixed with the information relating to structured programs primarily because of deficiencies in the design of the questionnaire and so the comments related to state-wide standards and a *clearinghouse* for unstructured experiental programs were not clear or conclusive. Many respondents stated criteria presently utilized, but did not render an opinion concerning state-wide criteria or the clearinghouse potential. Of 39 university responses to survey questions relating *specifically* to credit for unstructured job/life experience, 11 respondents indicated support for the development of uniform state-wide criteria or standards for awarding credit,6 did not. Of the 39, 10 favored State Coordinating Board leadership in this area in terms of a clearinghouse while 8 did not.

AWARDING CREDIT

A system where some schools accord recognition of unstructured job/life experience and some do not creates a situation where those schools awarding credit are able to draw a certain number of students who would ordinarily attend those that do not. It also creates a realization of unfairness and inconsistency at a time when the validity of the university teaching system is becoming increasingly subject to challenge.

The awarding of academic credit for unstructured job/life experience can be used as an incentive to continuing education students to lure them back to the classroom. As such, except for the cost of the evaluation process, it should result not only in greater enrollment from the university standpoint, but it also becomes a means by which the university resources could be made available to more students especially those in the continuing education category. This study did not explore the reasons why some schools offer credit and some do not; however, since the validity of awarding credit for *structured* learning experience receives little challenge, the awarding of credit for *unstructured* learning experience should also not be severely disputed. All state schools should adopt systems of evaluation and award credit for unstructured job/life experience if the experience can be equated to equivalent classroom training or learning.

RECOMMENDATION FOURTEEN

All Texas colleges and universities should offer credit for unstructured job/life experience where that experience can be logically evaluated and equated to classroom learning.

There are many tools available for the evaluation of unstructured job/life experiences. With some variations, a digest of in-state and out-of-state procedures for evaluating and validating unstructured job/life experience for academic credit includes the following techniques:

1) locally constructed advanced standing exams
2) college level examination program
3) college advanced placement examinations
4) oral exams
5) library research tasks
6) laboratory exercises
7) employer ratings
8) student producers: e.g., writing, works of art, slides, audio-visual tapes or a portfolio of works
9) learning outside of the classroom is compared to what is learned inside the classroom
10) CASE recommendations for military experience
11) USAFI courses
12) police or military officer experience
13) written outline of the experience and the amount of credit requested is submitted, with approval by the Academic Dean
14) faculty members evaluate the experience and determine the credit to be awarded
15) multiple choice questions are used to test the area of experience claimed
16) the relevance of the experience in comparison to an academic program is determined and the faculty member makes a recommendation for credit
17) evidence of work completed is evaluated by a professor specializing in that area and a recommendation is made to the Academic Dean
18) accreditation determination is made by an evaluation board
19) interviews and review of certificates earned are used as a basis for awarding credit

Unstructured experience can be equated with structured experience in that both are similar, i.e., both take place outside of the classroom and so a similar organizational system or evaluation model can apply, with minor modifications. The actual tools of evaluation should be based on determining what learning, if any, took place which may be equated to academic coursework. Examinations are the most common evaluation tool and are being explored by another study related to the overall state-wide study of continuing education. Therefore, this study concentrated on the administrative procedures rather than the evaluational tools needed in awarding credit for job/life experience that is acquired outside of the structured university setting.

The primary problem in the evaluation of unstructured job/life experience is the lack of adequate measurement tools and internal organizational procedures. There is also considerable confusion concerning how this procedure should function. A few representative opinions on this topic appeared during the course of the study as follows:

Ernest A. Kasprzyk, Dean of Occupational Education, Central Texas College

> "...it is my opinion that awarding of credit should be determined by the particular institutional departmental chairman concerned. This can be accomplished through interviewing, testing, review of certificates from training institutes attended, length of employment in a particular field(s), demonstrated skills, etc.
>
> The departmental chairman would be the person most familiar with course requirements in this department and would be able to determine whether credit should be awarded rather than some outsider with a uniform set of criteria."

Chester R. Hastings, Vice-President, Program Development
McLennan Community College

> "I believe, rather strongly, that persons should be given academic credit for what they have learned from their experiential background when this knowledge is applicable to their major, minor or other degree requirements.
>
> This experience should be assessed and validated through some form of examination. I do not believe that unevaluated experiences should be awarded academic credit.
>
> Actual academic credit toward a degree should be awarded for this validated experience and not *advanced standing*.

Paul Blanton, Director, Social Internship Program, Southwestern University

> "Course credit is validated and evaluated by the director of the program who meets in class with the interns on a regular basis."

John C. Calhoun, Jr., Vice-President for Academic Affairs, Texas A&M University

> "We think that credit by examination is essential for students

who seek college degrees and we have attempted to take a role of leadership in credit by examination. Yet we realize there are many unknowns in this venture and we are deeply concerned about the possibility of giving credit simply for work experiences which may not be measureable."

AN IDEAL EVALUATION AND VALIDATION ORGANIZATIONAL MODEL FOR AWARDING CREDIT FOR UNSTRUCTURED JOB/LIFE EXPERIENCES

An ideal model should incorporate the same procedural techniques used in evaluating structured job/life experiences, but tailored to the broader range of the unstructured experiences. (Table IX), is directed toward that goal. The evaluation/validation organizational model (F) recommended in this study is based on what appears to be successful and acceptable in-state practices and those used in the evaluation of credit for unstructured job/life experiences in out-of-state UWW programs. The key is that the job/life experience learning must be measureable. The procedural steps would appear as follows (Table X):

First, the student requesting credit is asked to fill out a narrative statement describing in detail his learning experience. With this statement he is asked to include such documentation as, statements of others in support of his claim, letters, certificates, diplomas, supervisors evaluations, awards, project reports, publications, or any other supportive material that will better describe the specific job/life experience.

Second, each type of job/life experience should be separated and documented apart, as much as possible. A faculty advisor in the student's major area of concentration should assist the student in the gathering, separating, writing and documentation of this material, but the burden should be on the student. Total credit hours to be requested in each area should be determined by the student with the advice of the faculty advisor.

Third, a university expert in each area of learning achievement claimed should review the statement and documentation and interview the claimant. Based on the review and the interview, the expert should make recommendations of whether credit should or should not be awarded or whether more or less credit should be awarded.

Fourth, the entire package, including the experts recommendations should be reviewed by the departmental chairman of the subject area involved or a departmental committee should be established for this task, a university job/life experience committee, or the previously suggested university field experience committee could review each

Table IX

UNSTRUCTURED FIELD EXPERIENCE EDUCATION: AN IDEAL EVALUATION AND VALIDATION ORGANIZATIONAL MODEL (F)

STEP 1

Unstructured job/life experience

*Occurs outside of the University environment
*Person performs some actual task requiring training and develops a measurable skill
*Person completes a training program of some duration where significant learning occurs
*Person has been working on job, foreign country or environment where significant learning occurs

STEP 2

Evaluation Tools

*Locally constructed exams
*National Exams CLEP, (CASE, etc.)
*Oral Exams
*Ability to accomplish specific research
*Student Products
*Comparison of outside of classroom learning to classroom learning inside
*USAFI comparisons
*Written outlines of experience
*Experts rate experience
*Faculty member evaluates and makes recommendations
*Evaluation Board
*Interviews
*Review of Training Certificates

STEP 3

University Evaluation

*Skill level is measured by examination
*Learning is measured by oral or written exams, or some other evaluation tool
*Abstract experience(e.g. management) is compared and equated to theoretical knowledge
*Student offers proof of learning
*Formula of actual to theoretical knowledge is developed
*Student offers proof of learning
*Formula of equivalency is used by university i.e., 1 year as practicing military or public officer is given 6 academic credits

STEP 4

University Validation

*Faculty member makes recommendation to accreditation committee, departmental chairman or Academic Dean
*Examination scores warrant automatic credit
*Pre-established experience is granted automatic credit, e.g., military
*Special experts make recommendations
*Field experience committee interviews applicant or reviews materials offered in support of claim and makes recommendations

STEP 5

University action (End Results)

*Student receives or is denied credit
*Student receives partial credit
*Student is denied full credit, but told how to achieve full credit
*Student receives course equivalency but no credit
*Student receives CE credits
*Student receives no credit but degree requirements are changed

Table X

Administrative Evaluation/Validation Chain Of Unstructures Job/Life Experience

Package may
be returned
to student
for additional
documentation
at any stage

1) Student requests credit for unstructured job/life experience

2) A faculty advisor in the student's major area assists him in compiling a package to delineate the experience by appropriate subject area.
    Extensive Documentation is Required
    1. Subject Areas are separated
    2. Total credit hours in each area are established

3) A subject expert evaluates the package and makes recommendations after interview with applicant
    Recommendations may be to:
    1. Grant credit as requested
    2. Grant no or reduced credit
    3. Grant more credit
    4. Return for additional documentation

4) Departmental Chairman, Accreditation Committee or field experience committee reviews package and recommendations
    1. May agree with recommendations
    2. May add or deduct total credits
    3. May return package for additional documentation

5) Academic Dean approves or disapproves request as presented but may request additional documentation

6) Approval requests fowarded to Registrar for inclusion in the student's records.

application and recommendations and render an opinion. Finally, this package would be passed to the Academic Dean for final approval, to the registrar, or returned to the student.

RECOMMENDATION FIFTEEN

It is recommended that Texas colleges and universities adopt a formalized accreditation process for unstructured job/life experience to incorporate the elements of evaluation and validation outlined in Model (F) including: 1) formalized documentation process by the student with the assistance of a faculty advisor; 2) review by a subject area expert; 3) review by a field committee; and 4) review by an Academic Dean.

LETTER GRADES

Concomitant with the above are necessary determinations for awarding letter grades and the number of credits a given field experience merits. In no instance was it determined that unstructured field experience was awarded a letter grade. Not only would this final determination place undue burden on the evaluative mechanism, but the standards for awarding such a grade would be impossible to establish, with the possible exceptions of measurement of specific skills or achievement scores made on tests. Therefore, the recognition accorded by awarding credit without grade should be sufficient in these circumstances.

RECOMMENDATION SIXTEEN

No letter grade should be awarded for unstructured job/life learning experiences.

The number of credits a given job/life learning experience merits is also subject to too many variables for the establishment of written guidelines. While it is possible and feasable to categorize types of experience and set credit hour amounts in advance, i.e., 2 years of military experience as equal to 6 academic credits, 4 years to 9, etc. The majority of job/life experience situations require individual determination, just as the exact content of each academic course is determined by the individual instructor. Therefore, with the exception of unstructured job/life experiences which may be categorized by known standards or by examinations, each subject area should be assigned a credit value based on the rule of equivalency, that is, the learning that took place as a result of the job/life experience should be weighed against course content (learning) equivalency. This again is assignment of equal credit for equal learning.

CREDIT HOURS AND LEARNING

RECOMMENDATION SEVENTEEN

Credit hours should be assigned to the evaluated learning of the unstructured job/life experience on the principle of equivalency; i.e., equal credit for the learning that would correspond to that resulting from a course or courses in the same area. Individual determinations should be made where general rules have not been formulated.

AN UPPER LIMIT OF CREDITS TO BE AWARDED

Finally, the total number of credits that a university will award by these means should be fixed. It is highly unlikely that a student could claim enough job/life experience to equal the normal 124 credit hours degree, but it would be wise to set an upper limit. Each school should establish their own maximum.

RECOMMENDATION EIGHTEEN

It is recommended that each Texas college and university establish an upper limit of credit they will award for unstructured job/life experience consistent with their own degree requirement policies, but in recognition of the extensive job/life experience many potential students may attain.

EDUCATIONAL TECHNOLOGY AND THE PUBLIC:

A sampling of the climate of opinion in North Texas today

James R. Copeland
Southern Methodist University

Introduction

The conventional image of "education" is too often one that is seen in the rearview mirror on the past that we like to keep our eyes glued to. We have not outgrown the image of the classroom, the lecture hall, the Monday-Wednesday-Friday at 10:00 a.m. class schedule. But new educational technology puts those images very much in the rearview mirror. "Educational technology?" you ask. It is as immediate a part of our experience as the television set in the living room and the cassette tape player for sale at the drug store for $20.00. This technology that we live with and even take for granted, however, we are likely to overlook in attempting to find solutions to problems in meeting the educational needs of people today. Yet it is just this technology which holds an important key to solving these problems. In adult education the central problem is how to get the people who need and want further education together with the instructional programs that would meet this need. Adults work. They have responsibilities. They can't always make that lecture hall, even if the class schedule is set for 8:00 p.m. rather than 10:00 a.m. on Monday-Wednesday-Friday. But new technology frees us from time and space.

The available devices are now ready in abundance: video tapes, audio cassettes, computers, broadcast TV and radio, satellite. But effective systems for harnessing this technology to the needs of learners in an economic way have not yet been widely achieved. The problem lies not in the engineer's workshop, but with educator attitudes that are slow to change and the creativity of institutions in finding the organizational means to use the technology at hand to reach long established goals in adult education. Our schools are presently in a situation like that of our hospitals to some extent. Because of new technology the potential for them to render public services undreamed of before -- especially for educating adults -- has never been greater; yet, paradoxically, many people who want and need these services are kept waiting in the emergency room while the knowledge they need and want is withheld. This means a needless frustration of the individuals concerned. It also means loss to the society that fails to use its resources to enable people to achieve intellectual and economic independence and self-fulfillment.

This present study focuses on the problem of public acceptance of new technology in bringing education to people. It assumes that available technology will not be effectively used until the several different groups to be involved in using it accept its use. These groups include (but are not necessarily limited to) four important ones, each of which has been considered in this study: 1) the adult learners who will be receiving education in this way; 2) the academic faculty who will play a key role in the endorsement of new teaching methods; 3) those who administer instructional television and their staffs; 4) the pool of concerned citizens who now, as always, look to expanded educational opportunities as a way of upgrading the standard of living in their local communities. The scope of this present study is that defined by these four groups.

To test the reactions of these groups to non-traditional ways of conducting education, a particular non-traditional approach -- that of the British Open University -- served as a specific model to which people might react. This particular format has the advantage of having been tried and tested already in another country. On its home ground in Great Britain, at least, it has worked. It has demonstrated there that technology *can* be harnessed to the traditional goals of education in effective, quality programs at the college level. It has further shown that, despite the high initial costs of developing such a new delivery system, long-term economics *can* be realized by planners willing to make an investment in a new kind of educational "plant". It has further demonstrated that a most effective stimulus for curriculum renewal comes concurrently with developing new ways to bring education to people. Several efforts are already being made to transplant the materials and methods of the Open University to the United States. At least one state, Nebraska, is developing a state system of adult and continuing education in imitation of the British model. These developments attest to the perceived potential and effectiveness of the new format.

For testing public acceptance of new methods of education which incorporate available technology, this new method lay ready at hand as a developed model to which people could react. While the choice of this single model limited the range of response, this disadvantage was, we feel, offset by what was gained from using a model which people could experience as an existing reality rather than as some purely imaginary dream of the future. In this study, moreover, the limitations imposed by concentrating on one system are offset to an extent by the fact that reactions to this particular system raised, for most of the people involved, other broader questions about the use of new technology in adult education.

The project proceeded in three broad phases: 1) a planning phase, entailing informational work with the SMU community and negotiations with public media representatives 2) an informational phase, which provided initial contacts with citizens' steering groups -- and other specially interested people -- in several communities throughout North Texas; and 3) an experimental phase, during which a group of volunteer students in each of the communities did a short experimental course using the new format. In addition, two polls were taken in the Dallas metropolitan area -- a telephone survey of a sample chosen from the Dallas telephone directory and a newspaper survey of a self-selecting sample asked to send in a coupon indicating positive interest in the open university concept.

While the statistical data obtained as a result of the two polls in the Dallas area yielded conclusions as firm as any obtainable from surveys of this type, most of the data collected are important for other than statistical reasons. The several groups involved -- the citizens' steering committees in Richardson, Big Spring, Lubbock and Waxahachie; the student volunteers in those communities and in two Dallas neighborhoods, the faculty of Southern Methodist University and the staffs of the Public Broadcasting Television stations involved in the project -- all made their responses to the open university concept and all contributed opinions about new educational formats utilizing new technology within the context of an informal and open discussion of concerns and possibilities. Citizens entered the dialogue only after receiving a full orientation about the British Open University. Student volunteers responded after participating in a short course actually using the new methods and materials to do their learning. University faculty were involved as academics asked to commit their own university to a pilot project using the new approach. Television personnel, similarly, considered their own potential involvement as a possible commitment to a program in full competition with their other broadcasting alternatives. Respondents from these groups were reacting to something which, to the highest possible degree, was concrete and specific rather than to an idea that was merely abstract and hypothetical. Thus, the value of the data is for the most part qualitative rather than quantitative. It reflects the opinion and attitudes of unusually well-informed and concerned groups of people rather than those of the "statistically average" man. Citizens' steering groups were, in each community, people self-consciously concerned about education in their communities -- people whose opinions would be looked to by others in their community as valuable. Student volunteers were sufficiently motivated to make a commitment of time and effort to try out a new format. Faculty involved showed concern for professional and institutional reputation, as did television station staff and administration. Thus, aside from the two surveys aimed at gathering statistical data from the Dallas area, most of the conclusions reached are in the nature more of soundings from sensitively located groups than of established statistical data.

These discussions, undertaken with sensitively located groups, it is to be noted, in general show a high degree of correlation with the results of the statistical surveys of Dallas. The telephone poll undertaken by Dr. Anthony Neidhart in Dallas, for instance, uncovered an impressively large 47.7% of the respondents who indicated an interest in self-teaching programs that use supplemental learning aids such as television, radio and periodic group discussion. This statistical figure undergirds the generally positive comments coming from the special groups throughout North Texas which indicate a climate of opinion highly favorable to the implementation of non-conventional approaches to adult education using new technology.

Responses of University Faculty and Media Personnel
Part I: University Faculty

The first phase of the project, while allowing for much of the planning essential to the later phases, was also important in testing the response of experienced university faculty and television personnel to the Open University concept. An informational packet about the Open University was prepared for distribution to SMU faculty members, many of whom had been introduced to the general concept earlier when Lady Jennie Lee of Great Britain, receiving an honorary degree from SMU, addressed a faculty symposium in the Spring of 1973. Lady Lee, a cabinet member of Harold Wilson's government in 1963, initiated the organization of the British Open University. An open meeting was announced in September for interested faculty and students to Mr. Anthony Mellor of the Open

University Department of Harper and Row and Dr. Betty Jo Mayeske, the project director of the Open University experiment in adult education at the University of Maryland. Introduced by SMU Provost James Brooks, Mr. Mellor and Dr. Mayeske led an afternoon conference and a workshop on the Open University; formal faculty responses to the concept were solicited. About fifty SMU faculty and administrators, with other interested persons -- such as a representative for the University of Texas at Dallas and the promotion manager of TV station KERA -- attended. Although few of this group returned the actual questionnaires distributed to them, several did register both oral and written responses to the Project Office. The responses received varied. One faculty member expressed uneasiness over the prospect of a format which would minimize the traditional faculty role of lecturer, stating that he was "disturbed by the idea of a pre-packaged program in which we (faculty) merely act as the sales and service agency." Some others seemed either skeptical or apathetic. Such reactions, however, were balanced by those who showed either an enthusiastic or a thoughtful interest in the potential of the new approach. One such response included the following statements: "The essential value seems to me to be a flexible and predominantly non-campus approach to basic university education for credit..The flexible, non-campus approach probably opens more doors to a relatively new middle aged (28-58) audience, then to alternative routes for the traditional post-high school group...It is no surprise to me that serious students put a high value on tutorial sessions. An adaptation of the program possibly ought to enlarge that aspect, especially since our audience is fairly well accessible in this metroplex...The temptation may be to launch too ambitious a package with too many degree promises...I confess that the principal new door to open for me this afternoon was: this is a way to extend the university's service to *middle-aged* --possibly even older -- students. And that new audience is urgently on our agenda."

It should be noted that none of the faculty responding to the new concept had any formal ties with the SMU School of Continuing Education and that most of them had limited experience in adult education. There were later indications that some few had misunderstood that the format under discussion was specifically intended for *adult* education programs and had been mistakenly assessing it as an alternative to existing programs for students of conventional college age.

On the whole, the general impression made by the faculty responses was that few whose teaching careers have been geared to patterns for teaching conventional post adolescent students are fully abreast of the changing patterns of adult education needs and potentials in modern society.

As part of the information program aimed at faculty members, the Open University Humanities course films were scheduled for previewing throughout the project period. Faculty who attended the orientation and workshop in September were given a list with brief summaries of each of the films in the Humanities course and were asked to indicate which films they would like to preview. About forty faculty from the several fields represented in the course (History, Literature, Art, Music, Philosophy and Religion) indicated an interest in previewing the films. Previewing schedules provided these interested faculty the opportunity to see the films. The schedules were also sent to Departmental Chairmen, Deans of Schools and SMU Administrators. Of those who previewed films, the most favorable responses came from members of the History Department and of the Division of Music in the School of the Arts. English faculty, one of whom used a Literature film with a sophomore poetry class, were, on the whole, less enthusiastic about the films used for the Introduction to Literature and in conjunction with the study of Hamlet. In general, however, the responses of faculty previewing films was favorable to the high quality of their instructional content. The technical quality of the films, however--all but one of them are in black and white and a few of which have poor sound quality--were often noted to be inferior to the technical quality of instructional films currently available through the SMU University College Media Services. A detailed assessment of individual films is on file at the SMU Open University Program Office.

In summary, the response of regular university faculty who were asked to examine the Open University materials and methods was not unanimous. In animated faculty discussions responses ranged from enthusiasm for this way of reaching a totally new student clientele and excitement over the Open University curricular approach to a begrudging admission of interest virtually smothered by qualifications which indicated a deep-rooted suspicion of this approach to learning. Fear that technology might depersonalize the process of learning sometimes became explicit. Like the volunteer students, faculty were attracted by the small group discussion component of the open university format as a way of counteracting the assumed absence of a human context in this format. (The experience of British students -- who have identified strongly with the television faculty of these courses -- attests to the fact that technologically aided learning need not necessarily become mechanized learning.) Another faculty objection -- registered most explicitly by an academic from a small religious college in Waxahachie but also voiced at SMU -- showed concern that courses produced for great numbers of people would lead to an over-standardization of college learning. This fear, however, is probably more a criticism of our present system of network television catering to the massive "common-denominator" audience; and it overlooks the fact that cable television and/or microwave networks -- to say nothing of popularly priced "teledisc" software -- will probably encourage a new diversity of educational alternatives made possible by technology in the near future.

The shrillest criticism from university faculty voiced a simple but humanly understandable concern: "If I'm not supervising this course, the students won't learn anything." The forum discussion, however, exposed the limitations of this argument; and a counterargument for the validity of self-motivated learning -- especially in the arena of adult education -- and for the need of increased recognition of learning that takes place outside our formal schools balanced those who protested too much in their own self-defense.

The interesting contrasts in reaction between regular faculty whose teaching careers have been geared to the instructional needs of post-adolescents and those with experience teaching adults -- as those who worked with the volunteer adult students in the short course -- gives hope that as the task of providing adult education becomes a more regular part of the university mission, so will the acceptance of self-motivated and technologically-assisted instruction.

However, if the faculty dialogue begun at SMU as a result of this study is indicative of faculty attitudes elsewhere -- and there is reason to believe that it is -- a key segment of those whose support is essential to the public acceptance of new educational technology remains to be won.

Part II: Media Personnel

Television personnel showed a keener sensitivity to the concept of media-assisted independent study for adults. They too, however, varied in their attitude toward implementing open university broadcasting on a regularized basis. The station manager of the Dallas PBS channel concluded, after some reflection, that he would be taking too great a risk in programming for a minority viewing audience if he committed his facilities to broadcasting open university educational films. His technical staff were not happy with the quality of all the films distributed by Harper and Row, such as are presently available for a ready implementation of an open university Humanities course. Another staff member, however, felt that, with certain adjustments, open university programming would render a widely accepted and warmly appreciated public educational service. The high quality documentary content of many of the instructional films, he felt, would give them a broad audience appeal and would attract viewers other than those involved in taking courses. He also felt that continuous public airing of the films would arouse the interest of an ever growing number of adults in taking courses in the open university format.

These discussions duplicate to some extent those which occurred before station KUHT undertook programming for the University of Houston Open University course. Although there was leverage there in favor of broadcasting, because the Houston Public Broadcasting Station is licensed to the University, financing remained difficult due to the strictures on funding instructional television out of state appropriations. Although the University of Houston decided to pay for broadcast time out of student tuition, policy questions at KUHT had to be clarified before broadcasting was possible. The following were prominent concerns: 1) Scheduling time had to be found to avoid conflict with the Gulf Regional Educational Television Association programming (from 8:00 a.m. to 3:00 p.m.). (GRETA is an in-school service to elementary and secondary school audiences.) Conflict with the PBS programming during "prime time" evening hours also had to be avoided. 2) The question of who had the rights to accredit the courses supported by the programming -- especially if any single school wished to claim a monopoly as accrediting authority -- was also an important consideration.

In Lubbock, the PBS station KTXT, also licensed to the local university, co-operated in the conduct of this present study in the conduct of the short experimental course, discussed below.

It is expected that PBS stations in Austin (KLRN) and Corpus Christi (unique among Texas PBS stations since it is under license to the School District), as well as the projected PBS facility in El Paso, would show similar interests and limitations for implementing programming for Open University courses. At present, the most prominent difficulty is the financing of broadcasts. Closer attention to the adult and continuing education needs of Texans and the close supportive role of available technology in meeting these needs might, however, eventually lead to new legislation to revoke the

1963 stricture on funding instructional television from state funds -- a subject that deserves separate study on its own.

Insummary, although television personnel showed a keener sensitivity than did SMU faculty to the concept of media-assisted independent study for adults, all of those consulted had necessarily to cope with the limitations of a network television system. Their instinctive interest was in that broad middle viewing audience that gives network television its life. All had reservations about scheduling open university films for broadcasting except during off hours. The conclusion to be drawn from this experience is that network television broadcasting is probably a poor ally of the adult educator. Cable television, with its greater potential for satisfying the viewing needs of specialized audiences, is perhaps a more suitable vehicle for broadcast programming of instructional courses.

Responses of the General Public
Part I: Response of Citizens Committees

In the second phase of the project, a response to the open university concept was solicited from several North Texas communities: Dallas, Richardson, Waxahachie, Big Spring and Lubbock. These communities were selected to provide a broad sampling of responses in both North Central and West Texas, in urban, suburban, and rural communities, in small towns both with junior colleges and without junior colleges. The citizens chosen to represent their communities varied according to the way initiatives in each place were taken. The mayor of Big Spring personally assembled key citizens in his community for the meeting. In Richardson the mayor delegated this responsibility to the education committee of the Chamber of Commerce. In Waxahachie the superintendent of schools organized a citizens group. In Lubbock, Mr. D. M. McElroy, Director of Continuing Education at Texas Tech, worked with a group of representative citizens. In Dallas, community response was tested through a telephone poll and a newspaper poll based on notices run on three different days in both major Dallas newspapers.

The agenda for the citizens' meeting provided for these groups to see the film *The University Is Open*, a color film prepared by the BBC to give viewers a comprehensive overview of the open university methods and materials. The film served, in each case, as a springboard for a conference type discussion of non-traditional education. At the meetings there was full opportunity for discussion and questions. Finally, prepared questionnaires were distributed to give each participating citizen the opportunity to register his opinions about some key questions pertaining to the use of non-conventional methods in adult education. The questionnaire distributed to citizens asked for written comments on 1) the educational needs in their own home communities, 2) the new opportunities perceived in the open university format, 3) the specific sociological groups who could best be served by such a format, 4) the features of the open university system most attractive to them, 5) a comparison of their interest as taxpayers in investing in an educational plant of an innovative type with interest in a traditional type, and 6) the kind of organizational arrangements they would most like to see implemented.

The questionnaire responses indicate that new opportunities for adults to obtain degrees and self-enrichment are the local educational needs perceived by such groups as most pressing. Housewives, particularly, were identified most frequently as the sociological group that could benefit from the open university approach. It was also felt, however, that white collar workers, military personnel, and teachers could benefit from it. Consistent with the above, the strongest feature of the open university approach was perceived to be the opportunity for college study at home. The provision of local learning centers for students engaged in media-assisted independent study, so highly evaluated by faculty and by students in the experimental course was of lesser interest to the citizens' groups.

Almost unanimously, the citizens' groups endorsed the open university format as a way to provide new educational opportunities for people in their own communities. The reasons most often cited indicate the thinking underlying this positive response. They are, in the order of frequency cited, as follows: 1) the open university system was seen as a possible way of expanding and upgrading the educational opportunities currently available, especially through the junior colleges; 2) study at home would reduce the cost to the student, especially the heavy transportation costs which are borne by students presently commuting and which, it was said, deter many potential students from pursuing further education (comments made *before* the energy crisis!); 3) the open university format would extend education to many who are now unreached by the current system; 4) the interdisciplinary approach of open university courses makes it an attractive, quality curriculum offering for students.

As for use of existing funds for adult education, almost all members of the citizens' groups would prefer to see these invested in workable non-conventional systems rather than in traditional systems. The reasons for this preference most often given were 1) that non-conventional programs hold more promise of opportunity for many now excluded from the educational system than does an expansion of existing programs and 2) that the open university promises a greater long term return in educational opportunity for Texans per dollar invested. Expensive duplication could best be avoided, most respondents said, by a state-wide plan with provision for the co-operation of private and state universities.

Members of the citizens' groups indicated their preferences about each of the several different instructional methods which are offered together in combination in the Open University format. What is dramatically evident in their remarks is that they were more impressed by the promise of an effective home-study system than by any single technological device enabling such a system. The *combination* of instructional methods -- self-study guides *and* television *and* radio *and* periodic group discussion -- with its promise of a quality educational experience was more impressive to them than the availability of any single new technology. Responses made were cautious about endorsing any system merely because it utilized certain technological hardware, and, in general, the remarks show a keen sensitivity to the possibility that new technology, if not incorporated carefully into an instructional design planned to deliver a quality educational experience, is no guarantee of educational advance.

At the same time, the strong endorsement of new instructional approaches was generally linked to a concern for a significantly large student audience who are currently excluded from conventionally structured college programs. Several remarks show indignation at the wide gap between expensive educational plant and unmet social need. Some reflect a certain disenchantment with the poor return, in terms of extended educational opportunity, on the ever growing public investment in education -- a sense that a glaring weakness of the present system is precisely its apparent inability to deliver education to many who need and want it. In this context, new technology was perceived as a seedbed for producing more effective results in the arena of public education.

A third important observation, made again and again by citizens' groups, underlined the importance of new organizational approaches in using new technology in education. Citizens were generally quick to sense that economies of scale -- and most likely educational quality itself -- would be sacrificed if each university simply pushes ahead on its own to produce audio or television tapes for instructional use. In view of production costs it was felt that each university could not simply reduplicate media courses in the same way lecture hall courses have been done at each institution under the system of conventional courses. To attempt to do this, several saw, might amount to nothing more than putting existing courses on television tapes without adequate attention to the instructional potentialities of the new technology. Without new co-operative organizational approaches, new technology might simply mean a more expensive way to offer a lower quality instruction to students. As one citizen commented, "This kind of course can't be cooked up like home preserves in each college's own kitchen. The universities will have to learn to co-operate to produce courses like this."

In summary, the responses of citizens in the several communities who contributed to this study indicates a climate of opinion highly favorable to the use of non-conventional approaches in adult education. New opportunities for adults to obtain degrees was, in each community, perceived as the most pressing need. An effective home-study approach was fe' to hold most promise for those presently excluded from the educational system. New educational technology was seen as a way of achieving quality education in independent study approaches, especially the use of television to bring instruction into the home. Co-operative efforts between universities were generally regarded as essential to effecting the achievement of quality programs and to realizing the economies of scale which would safeguard the financial feasibility of implementing the kind of non-traditional educational programs which are currently needed.

Part II: The Dallas Metropolitan Area Surveys

In the Dallas Metropolitan Area, three different types of interest polls were taken. Dr. Anthony Neidhart conducted a feasibility study of implementing open university procedures in the Dallas area. Researchers working with Dr. Neidhart performed a telephone survey of a sample of 250 persons drawn randomly from the Dallas Metropolitan phone directory.

This survey was supplemented by two others in which the sample identified was self-selected by a response to newspaper notices. The first of these newspaper notices described the general concept of media-assisted independent study and provided a coupon to be returned by those interested in this approach to study. The second of the notices announced an actual program of the open university type to begin at SMU in January and invited interested persons to attend discussion meetings on the SMU campus in December.

Both of these newspaper polls depended on notices run in the *Dallas Morning News* and the *Dallas Times Herald*. The combined circulation of the two papers is 594,891 on Sundays and 501,966 on week-days.

From the first survey, 145 coupons were returned. The response indicated that over 50% (based on a sample of 250) of the newspaper readers in the circulation area of the two Dallas papers are interested in self-teaching programs utilizing such supplemental learning aids as television, radio and periodic group discussion. This result confirms the 47.7% interest response of those polled by telephone in the Neidhart survey.

The coupon returned also provided data on the age range of interested respondents. 56.8% of these were between 22 and 45 years of age. 38.7% were over 45 years of age.

Those who responded to the second newspaper poll by actual attendance at a meeting to discuss the SMU Open University Humanities course offering numbered 104 persons or 41.6% (based on a sample of 250). This also tended to confirm the 47.7% interest response of the Neidhart survey. While all those who attended the discussion meetings were given the opportunity to return a personal data question, questionnaires returned numbered 69. The ages of those who completed the questionnaire were comparable to those who had responded to the earlier newspaper poll (62.3% between the ages of 22-45; 36.5% over 45).

Descriptive statistic derived from data collected by the Neidhart survey are as follows:*

47.7% of the respondents indicated an interest in self-teaching programs which make use of the supplemental aids described above.

26.6% of the respondents indicated an interest in a program that serves as an introduction to history, literature. art, music and philosophy.

49.5% of the respondents indicated they would be interested in other subjects using the same self-teaching approach. Within this category the following breakdown was found.

35.4% were interested in courses oriented toward professional subjects.

20.8% were interested in avocational subjects.

18.7% were interested in social science subjects.

14.6% were interested in occupational subjects with a blue collar emphasis.

An analysis of the respondents' demographic data allows a general descriptive picture of the respondents to be constructed. Thus, the Dallas citizen interested in self-teaching programs may be described as an anglo male who is forty-one years old. He is interested in programs in such areas as professional and occupational (oriented towards blue-collar employment) subjects. He is not interested in an introductory course which would treat the areas of history, literature, art, music and philosophy.

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*Respondents often replied to multiple categories; thus, total percentage for a given category may exceed 100%.

There were more females responding to the survey and the majority (57.6%) indicated that they were not interested in self-teaching programs. Within this category, 67.8% indicated that they were not interested in an introductory course which would be of the humanities-type. This percentage of the female respondents was composed largely of women who perceived their role as that of a "housewife". However, 44.1% of the total number of women respondents indicated that they were interested in other subjects being persented via the self-teaching method. Of this percentage segment of the women respondents 30.4% preferred avocational subjects, 26.1% preferred professional subjects, and 34.8% preferred social science subjects.

In terms of an ethnic breakdown, the overwhelming majority of the survey respondents were Anglo (81.7%) with the only other significant group being black respondents (16.5%). Within the Black category 16.7% were interested in a humanities-type program, and 44.4% were interested in other subjects being offered using the self-teaching method with the most mentioned areas being professional (33.3%), occupational-white collar (33.3%), and occupational-blue collar (16.7%).

The mean age of all the respondents was 41.1 years.

An overview of the survey data would have to at least entertain the proposition that there is relatively less interest in the introductory humanities-type course than in the job enrichment/enlargement and professional courses. However, if the percentage which did indicate interest in the humanities-type course (26.6%) is projected to be a representative opinion/attitude of the total Dallas population eligible for such a continuing education program, then the significance of the response rate rises quite pointedly. There is, using the 26.6% as a projection basis, a market of potential participants in the thousands for the proposed SMU program. Using the survey percentages in such a fashion is, of course, even more encouraging in considering the market for the occupational and professional oriented courses.

Other specific market recommendations obtained from the survey data are:

The humanities course should be developed with the survey results in mind that of the 26.6% of the respondents interested in this type of program, 65.5% of this total were female and 89.7% were Anglo. Also an indicator to be weighed is that 69.9% of the interested respondents considered themselves in a category other than "housewife".

The other courses should be developed with the consideration that of the interested 49.5% of the respondents, 51.9% of this total were male and 85.2% were Anglo.

In summary, several polling devices of different types used to sound popular attitudes towards media-assisted independent study agreed in their overall results: people want programs of this sort and perceive themas an effective way to fulfill their educational needs.

Response of Volunteer Student Groups and Their Instructors

The short experimental course which was conducted in each of the survey communities -- with two in the Dallas area -- provided a reading of student response to the open university materials and methods from diversely constituted student volunteer groups. Students returned two questionnaires -- one distributed at their first orientation meeting asking for personal background information and one distributed at their second meeting, after they had completed a two-week study of two units of work form the Humanities Foundation Course of the British Open University curriculum. The specific subject for study was William Shakespeare's *Hamlet*.

Four faculty discussion leaders, acting as consultants with the project, also returned questionnaires recording their reactions to the materials and format. SMU faculty and library staff personnel worked with the Dallas, Richardson, and Waxahachie groups. In Big Spring, an English faculty member from Howard County Junior College and at Texas Tech, a member of the English faculty noted for his expertise in Shakespeare, acted as group discussion leaders. The character of the groups varied, just as did the initiatives taken by the several communities whose co-operation was solicited -- in keeping with the community center factor inherent in the Open University concept.

In Dallas, the Dallas Public Library arranged for branch libraries to be used as a meeting place for the students involved. Branch librarians co-operated in the distribution of cassettes with taped lectures and in providing projection equipment and personnel. They were also instrumental in identifying volunteer students. The openings available for up to twelve students in each group were also filled by people responding to advance notices made by posters in the libraries and by a brief news article in the *Dallas Morning News*.

Similar arrangements were made elsewhere for recruiting volunteer students for the short experimental course. In Big Spring, the editor of the newspaper gave full publicity to the experiment, emphasizing the factor of college-level, accredited study that could later become available in this format. Dean Johnson at the Howard County Junior College gave his full support. The Junior College librarian, working together with the English faculty volunteer, Mr. Gary Grant, who acted as discussion leader, enabled a smoothly co-ordinated and executed experiment in the community.

In Lubbock, Mr. D. M. McElroy, Director of Continuing Education, put the facilities of the Lubbock PBS TV Channel at our disposal and identified a special group of students, all of whom were over sixty-five years old, to participate in the experiment. The Women's Club in Lubbock served as the learning center. Dr. J. T. McCullen, Jr., of the Texas Tech English faculty served as Discussion Group Leader.

The Waxahachie and Richardson groups organized their approaches to recruiting students in a different way. Indeed, the initial attempts at recruiting in Richardson -- through a telephone sub-committee of the Education Committee of the Chamber of Commerce -- failed to identify enough students able and/or willing to devote the time necessary for the study required by the short course. Response to a second, more general publicizing made through the Richardson library was more positive.

In Waxahachie, recruiting of students was from the large thirty-member Citizens Steering Committee. Students who volunteered there were all retired men and women interested in the enrichment experience afforded by the short course.

From the initial questionnaires asking for personal data from the fifty participating volunteer students, the following profile (by occupation, age, educational background) was obtained:

Occupation

Housewife	15 (includes 6 ladies over 70)
White Collar	11
Teacher/Educator (includes librarians)	8
Retired	7
Executive	3
Professional	1

Age

over 65	15
35-45	13
45-65	12
22-35	9

Educational Background

Some College	21
College Graduate	16
Post-Graduate	10
High-School Graduate	1

Questionnaires returned by students completing the two-week study yielded interesting responses to the materials and methods of the Open University. However, as the variables involved in each different community situation are important, general conclusions are liable to be misleading. Three of the six groups -- in Big Spring and in two Dallas neighborhoods -- were more successful in terms of number of people participating with sufficient motivation to follow through on their volunteer commitment to self study. All of these also reported a positive learning experience.

The group in Lubbock was highly specialized: no member of the group was under sixty-five and few of its members responded positively to the Open University approach to learning. Although the film used in conjunction with this group's study was broadcast on the Lubbock PBS station, none of the group was able to watch it at the scheduled time. Most members had difficulty in managing the audio-cassettes to hear the taped lecture which accompany the course. Only two members participating reported a positive response to the programmed instruction guide -- so highly praised elsewhere. The experience of this group suggests that the novelty of independent study assisted by new educational technology may itself need to be fully explained before structured study for the elderly can be successful in this format.

In Waxahachie, the three volunteer students (from seven who received course materials) were recently retired persons. Their response to the open university approach was a positive one -- all expressed a desire for further study in this format, as did the two students who completed the short course in Richardson.

While general interest in the new format cannot be judged by the number of students who volunteered for the short course, the response of students who completed the course and actually used the technological aids available *is* significant. The results indicate that the materials for the course were appreciated for their quality, with the exception of the television film. Over half the students found it difficult to follow the sound on the film. The study guide or syllabus and the taped lectures were judged good in content and technical quality. Over a third of the students described the discussion group as essential to their overall learning experience; about two-thirds found it helful; none found it irrelevant. Only four of the students participating said they would not be interested in taking longer courses in this format; and half the students said they would be interested in taking such a course for college credit. Slightly fewer than half said they would be willing to pay tuition up to $40 per semester credit hour; however, only four would be willing to pay more than $40 per semester credit hour.

The four instructor-discussion leaders praised the material for its high quality. All found that students participating were involved in the discussion session with an above average interest for such groups.

In summary, the conclusion to be drawn from responses of the participants is that quality materials -- such as the programmed instruction guide -- are valued by adult students, while flawed materials -- such as parts of the sound track on the film used with the course -- are quickly detected and resented. Also significant is the unanimous voice with which the adult learners praised the role of the small group discussions -- conducted off campus near their residence -- in their total learning experience.

Summary Conclusions, Recommendations

This present study has sampled responses of representative people in North Texas to new approaches in adult education which utilize an available educational technology. Although the concept behind such new learning approaches may be difficult for people to grasp in the abstract, this study has shown that when given a concrete instance of a way of learning that uses new educational technology, the average citizen quickly recognizes its advantages. The public acceptability of such approaches in adult learning discovered by this study would seem to indicate a climate of opinion favorable to the wider use of such technology in quality educational programs. There is also some impatience to see its arrival. The British example clearly establishes the fact that the harnessing of new educational technology for quality college level studies is possible. Citizens from representative communities in Texas alert to their local educational needs, when informed of this possibility generally express an eager desire to see some such system established in their own state. Many citizens participating in this survey express the belief that adult educational needs today might best be served by a new kind of educational investment of available funds: an investment in new delivery systems geared to students presently excluded from the educational system. (As one of the present disadvantages frequently mentioned was "transportation costs" borne by the commuter student, it is important to recognize that probably this disadvantage will progressively exclude more of those currently served by commuter colleges as the full impact of the energy crisis is felt. One of the obvious advantages of the open university concept is its relative independence of the automobile as well as of the brick-layer.) The use of modern audio-visual technology is generally accepted as a normal way of receiving instruction. Except for the students over seventy, no students who took the short course expressed any difficulty in being required to listen to audio-cassettes. With new technologies -- such as the now proven Teledisc, designed to make video discs as common a feature of modern life as LP stereo records are now -- the availability of media-auxiliaries for independent study can only become more commonplace than it is at present.

The findings of this study also indicate that one group important to the widespread public acceptability of technologically-assisted instruction -- regular university faculty -- are likely as a group to be resistant to its introduction. In the actual dialogue of faculty at Southern Methodist University, however, no objection raised by the skeptical seemed to be borne out by the facts; and a number of positive voices in the faculty dialogue more than balanced the negative ones. Still, if existing universities are to meet the needs of the new adult students to be served by non-traditional programs, it is likely that policy changes to encourage creativity in teaching approaches will need to be effected. The much-neglected task of producing quality software for widespread use will be dependent on the commitment of such creative faculty as well as on the organizational safeguards to prevent expensive reduplication of efforts in this area. Insistence on institutional autonomy will have to be relaxed at least enough to enable co-operative ventures between universities as well as between the university and the pool of talent needed for such programs from the larger community (for instance, people with media experience).

Faculty ready to move in this direction are not wanting. Some are as impatient for the arrival of non-conventional, technologically-aided approaches to learning as any citizen concerned about education and disgruntled with the limitations of available programs. But existing structures are likely to favor the conservative and traditional; and new attention to structures may be necessary before overall faculty support is won.

This study also has found that among media people, those who are likely to be most supportive of the extensive use of instructional technology will come when non-network alternatives in television broadcasting are more widely available (i.e., cable TV or teledisc producers).

Specific Recommendations

1. That the Co-ordinating Board assume the responsibility for providing a center to support media-assisted instruction, to include at least five aspects:

a) A survey of the already existing materials from *any* source that could be used or adapted to provide media support to instruction at all institutions of higher education in the state of Texas;

b) Regular communication with Texas colleges and universities about existing materials and their suitability for use in college courses; (source, conditions of purchase or rental, etc.)

c) Determination of the needs for the production of supportive media materials when none exist for specific needs;

d) Co-ordination of the production and means of access of such materials, to avoid duplication of effort and to restrain the expenditure of funds for the production of inferior or unnecessary materials;

e) Allocation and assignment, to the sources best qualified, of such production.

2. The potential of cable television should be identified and exploited whenever feasible.

3. A study of the potential of satellite broadcasting should be made.

4. Experimentation with new educational delivery systems that promise greater freedom from the time and space limitations of current systems should be a continuing part of the search for better ways to meet established adult education goals.

5. University faculty participation in experimental programs should be given the same status, sharing the same rewards and promise of promotion, as those faculty who teach in conventional programs.

A MODEL FOR ADMINISTRATION OF CREDIT BY EXAMINATION PROGRAMS IN TEXAS

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Introduction

This is the final report of a project titled "Model for Administration of Credit by Examination Programs in Texas," funded and authorized by the Coordinating Board, Texas College and University System, under Title I of the Higher Education Act of 1965. The project was conducted by Angelo State University under the direction of Dr. J. Noland Harvey, Associate Professor of Education, and Dr. E. James Holland, Associate Vice President for Academic Affairs and Professor of Government, during the period August 20, 1973 to December 31, 1973. This project was undertaken as part of a statewide study designed to formulate a plan for adult and continuing education for the State of Texas.

The 1970's are years of change and proposals for change in American higher education. Many of the changes and proposed changes are designed to enable the nation's colleges and universities to meet more effectively the educational needs of the non-traditional adult student. This project report considers one of the significant methods being used today for meeting these educational needs, credit by examination (CBE). The overall goal of this project is to formulate a model for administering credit by examination programs in Texas which, if implemented, will contribute generally to the strengthening of higher education services in the State and will enhance capabilities for meeting the challenges of continuing education for the non-traditional student.

RESEARCH ACTIVITIES

In the development of the proposed model it was necessary to identify current trends in credit by examination programs and policies at the local institutional level and at the State level in Texas and throughout the nation. A survey of the large and rapidly growing volume of literature pertaining to credit by examination was undertaken as one of the initial activities of the project. Information about present credit by examination programs offered by Texas colleges and universities was obtained through a review of catalog statements and by the use of a questionnaire mailed to all public and independent community colleges and senior colleges and universities.

Current information concerning credit by examination program development in other states was gained by telephone and correspondence from a large number of persons active in this field. The directors traveled to the New York State Board of Education, Albany, New York; Educational Testing Service, Princeton, New Jersey; and to the Office of the Chancellor, California State University and Colleges, Los Angeles, California, to visit key persons actively participating in the development of significant credit by examination programs. A survey of the fifty State Boards of Higher Education also was conducted which sought information pertaining to statewide policies and programs of credit by examination.

Using the information and concepts gained through these activities, a tentative and incomplete model for administering credit by examination programs was developed. This preliminary model was described in working papers which served as the basis for discussion of credit by examination programs in Texas at a workshop held in Austin on December 5, 1973. The model proposed in this report was shaped in large measure by the exchange of views which took place at the December 5 meeting.

AN OVERVIEW OF THE REPORT

This project report proposes a model for the administration of credit by examination programs in Texas in Sections IV and V. Section II discusses the concept of credit by examination, traces the development of CBE programs in American higher education, and identifies the major benefits of these programs. A discussion of the need for a State program of credit by examination in Texas is contained in Section III.

SECTION II CREDIT BY EXAMINATION

The Basic Concept

The basic concept of credit by examination is neither new nor complicated. Credit by examination is essentially an assessment-reward system in which learning is evaluated by examination and credit is awarded when a satisfactory achievement level is demonstrated. Within the context of higher education, the examination is designed to measure college-level learning, and the reward for satisfactory scores is college credit. Credit by examination programs rest on the judgment that college-level educational achievement can and should be recognized and rewarded even though the knowledge and skills involved were acquired outside the traditional academic setting.

Credit by examination programs may be used with a wide variety of educational delivery systems, both traditional and non-traditional, displaying a versatility which makes them desirable features of continuing education programs. Since most participants in continuing education programs utilize non-traditional delivery systems extensively, an adequate CBE program will provide significant benefits.

Brief Background of Credit by Examination in American Higher Education

Probably the oldest example of the credit by examination system in action is the University of London which has engaged in the practice since its founding in the nineteenth century.[1] In the United States, the practice of awarding college credit by examination goes back to the 1930's when significant efforts were made by the Carnegie Foundation and other foundations to introduce new flexibility into the credit-hour system in American higher education through the support of experimental programs at institutions such as Chicago, Minnesota, Stephens, and Antioch. These early experiments introduced the credit by examination concept to the American higher education scene.[2] However, the development of major credit by examination programs was limited to a relatively small number of institutions until the 1960s.[3]

The past two decades have seen the growth of several nationwide testing programs used for credit by examination purposes. In 1947, the American Council on Education, the Carnegie Foundation for the Advancement of Teaching, and the College Entrance Examination Board established Educational Testing Service, an independent agency which has provided strong technical leadership in the credit by examination field. The Advanced Placement Program (APP) of the College Entrance Examination Board emerged in 1955, providing an opportunity for superior high school students to obtain college credit by examination for college-level work taught in secondary schools. In 1966, the College Entrance Examination Board initiated the College-Level Examination Program (CLEP). In contrast to the Advanced Placement Program, the College-Level Examination Program was designed for the non-traditional student, that is, for persons whose learning has taken place outside the traditional classroom, course, and campus setting.

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[1] Arland F. Christ-Janer, "Credit by Examination," *Current Issues in Higher Education*, Vol. 27, 1972, p. 162.

[2] Hannah Kreplin, *Credit by Examination: A Review and Analysis of the Literature* (Berkeley: University of California, Office of the Vice-President--Planning and Analysis, July, 1971), p. 4.

[3] Ibid. pp. 5-6.

Several other significant credit by examination programs provide excellent opportunities for the non-traditional student. Since the mid-1940's the United States Armed Forces Institute (USAFI) has offered an examination program through which college credit can be earned by military personnel. USAFI programs also involve extensive utilization of examinations available through CLEP. In 1961, the Board of Regents of the University of the State of New York established the College Proficiency Examination Program (CPEP) "to provide a means for people to earn college credit for knowledge gained without formal academic preparation."[4] The program now offers examinations in more than twenty college subjects in the arts and sciences, education, and nursing.

Reports from institutions of higher learning in Texas and across the country indicate that interest and participation in CBE programs is growing significantly at the present time. Arland F. Christ-Janer reports that in 1972, 4,000 secondary schools were participating in the Advanced Placement Program and that almost 1,000 institutions of higher education are participating in the College-Level Examination Program.[5] Surveys conducted in this project have shown that a number of states and institutions recently have initiated studies relating to CBE programs and practices and that a number of new CBE programs have been established. The growing concern for providing more options and opportunities in higher education to a wider segment of the population has encouraged many educators to look closely at the benefits provided by credit by examination programs.

Benefits of Credit by Examination Programs

Credit by examination programs give an added measure of flexibility to higher education by allowing the participant to enter the system at a point commensurate with his level of learning. Thus, for the traditional student or the non-traditional student a CBE program offers an opportunity to move ahead with his or her education without time-serving and wasteful repetition.

In addition to flexibility, the CBE program offers the benefit of acceleration through a degree program for the qualified student. While some students use time gained through CBE programs for enrichment purposes, studies indicate that many students seek to complete their programs at an accelerated pace by virtue of credit earned by examination.[6] The non-traditional student in many cases will find the acceleration possibilities of genuine interest since he or she often is a part-time student who is unable to make rapid progress through a degree program. Thus, credit which can be earned by examination rather than by traditional course arrangements will enable the non-traditional student to move ahead with his program at a faster pace.

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[4] University of the State of New York, *Regents External Degrees-College Proficiency Examinations* (Albany: University of the State of New York, 1973), p. 1.

[5] Christ-Janer, op.cit., pp. 163-164.

Another type of benefit to be derived from CBE programs is economic. Additional research is required to clarify the question of the amount of savings to be derived from programs of credit by examination. However, it is clear that the individual who earns college credit by examination is saving the costs of tuition and fees for credit earned in comparable courses. Although the fees charged for examinations vary significantly, in almost every case they are substantially less than the fees which would be paid for enrolling in comparable courses.

Savings for the institution and for State educational budgets also may be gained from well-developed CBE programs through which significant amounts of college credit is earned. Christ-Janer writes that savings in instructional costs are being reported by a number of institutions through the practice of awarding credit by examination.[7] Further study is required to make accurate estimates of such savings.[8]

Perhaps the major benefit of CBE programs for the non-traditional student is the incentive provided by the opportunity to demonstrate learning achievements and to receive college credit for such achievement. Credit gained by examination will encourage many non-traditional students to continue with their learning either in the regular college classroom or in non-traditional educational programs. Experimental projects have shown that credit by examination programs are significant means of "re-opening educational doors for the mature person."[9]

[6] A study conducted at Miami-Dade Community College in 1973 indicates that over two-thirds of a group of 837 students who earned 15 credit hours or more through CLEP intended to accelerate their program. Johh Losak, "College Level Examination Program Follow-Up Questionnaire" (Miami: Miami-Dade Community College, May, 1973).

[7] Christ-Janer, op.cit., p. 165.

[8] A study conducted at Miami-Dade Junior College by John Losak entitled "Position Paper for Miami-Dade Junior College with Respect to CLEP Policies" (1971) estimates savings to the taxpayer in a 15-month period in 1970-71 at $832,000. This figure was calculated on the basis of the 24,828 credit hours earned by 1,802 students through the institution's CLEP program.

[9] Margaret C. Fagin, "CLEP Credit Encourages Adults to Seek Degrees," *College Board Review*, No. 81, Fall 1971, pp. 18-22.

Credit by examination programs, if properly developed, hold promise of offering important opportunities to the non-traditional student. By recognizing the non-traditional student's college learning achievements, the appropriate placement within a degree program can be determined, progress toward a degree can be accelerated, and the student's cost can be reduced. Perhaps as importantly, CBE programs may provide assessment services which act as incentives toward further education for the non-traditional student.

SECTION III
A CREDIT BY EXAMINATION PROGRAM FOR TEXAS HIGHER EDUCATION

Rationale for a Statewide CBE Program

The rationale for the development of a statewide credit by examination program must begin with the acknowledgment that a widespread, CBE program of sorts is currently functioning in the State. The present Texas CBE program is merely the sum of the institutional CBE programs offered by approximately 90 of the State's public and independent institutions of higher learning. These institutional CBE programs are, for the most part, not new programs; many Texas institutions have offered a CBE program for 10 years or more.[10]

The fact that most Texas institutions of higher learning now have some type of CBE program strongly suggests that neither the concepts underlying CBE nor the operation of CBE programs represent something new for higher education in Texas. The truth is that the underlying concepts of CBE appear to have been considered and accepted, at least to some degree, by the vast majority of colleges and universities within the State, and that most institutions have had at least some experience with offering and operating an institutional CBE program.[11] Thus, the proposals contained within this report are founded upon these assumptions: (1) that CBE programs do not represent new concepts that must be studied and accepted by institutions of higher education in Texas, and (2) that Texas colleges and universities have had considerable experience in the development and operation of CBE programs.

[10] A survey of both public and independent senior and junior colleges and universities was conducted as part of this project to gain a current description of key features of institutional programs throughout the state.

[11] Approximately 82 percent of the public senior and community institutions of higher education in Texas report some type of CBE program.

Before going further, it is important to overview the nature of the presently operating Texas CBE program. The present program is essentially a composite of separate institutional programs. There has been no state-level coordination or support in the development of these programs, and currently CBE programs operate without state-level management, coordination or support. No statewide policies, standard procedures, or guidelines are in operation.

The most recent data describing CBE institutional programs in Texas indicates extreme variation in the nature, administration, scope, and participation level of programs from school to school. Many institutional CBE programs exist in name only and have almost no participation. Other institutions have extensive offerings and extensive participation. The University of Texas at Austin operates the most fully developed CBE program in the State system. The wide variation in institutional CBE programs is understandable when one considers the circumstances of their development and operation. Although great differences pervade Texas institutional CBE programs, there are also some important similarities to take into account when considering the potential contributions of CBE programs for the adult or non-traditional student. The most apparent similarity that most institutional CBE programs have in common is that they have been designed and developed primarily for the traditional college student. In Texas, as in most other states, the main thrust of CBE programs has been to serve the needs of the college-bound high school graduate and the traditional, full-time, on-campus college student. The needs of the non-traditional, adult student have generally not received much consideration in CBE program development. A statewide policy with regard to CBE programs could provide the guides and incentives for the modification and expansion of existing institutional programs to effectively meet the needs of the adult student.

Another unfortunate similarity among most of the State's institutional CBE programs is that these programs are currently serving only a small portion of the potential market. Most institutional programs lack the comprehensiveness to meet fully the needs of the traditional college student, and very few are currently making significant inroads into the potential adult student market. Again, a statewide CBE policy as a part of a comprehensive program for adult and continuing education could provide the needed guidance, funding support, and support services coordination to facilitate needed expansion of institutional CBE programs.

Who are these non-traditional learners that CBE programs might better serve? They are mostly adults twenty-five and older; they frequently hold full-time jobs or are homemakers and mothers; they usually can study only part time and often must do this in their homes or otherwise off-campus. They may or may not be high school graduates; they may or may not have studies at the college level previously; they may or may not be seeking a final degree. Who are these people? They are the people who have long supported public higher education with their tax dollars, but for the most part have been able to obtain little in the way of direct personal educational benefits from the system. They are adults with educational needs that are not now being met by a higher education system largely designed for another clientele.

Policy and Program Goals

A statewide CBE policy for the administration and coordination of CBE programs is considered essential to support the improvement and expansion of institutional programs capable of meeting the needs of the adult student. The statewide policy model for the administration of CBE programs proposed in this report is designed to build upon the existing institutional CBE program system now in existence in Texas. The underlying intent of the proposed policy is to preserve the high degree of institutional initiative in this area and still assure the development of necessary structural components, support services, funding procedures, and CBE program policy components. In general terms, the primary goal of the policy model is to design an administrative and program framework which provides the support and essential coordination necessary for innovative development and expansion of institutional CBE programs. The major thrust of new development and expansion of CBE programs in Texas should be toward creatively and effectively meeting the educational needs of the adult student.

SECTION IV
A MODEL FOR THE ADMINISTRATION OF CREDIT BY EXAMINATION PROGRAMS IN TEXAS

A proposed model for the administration of credit by examination programs in Texas is contained in this section. The proposal builds upon the present status of CBE programs in the State in presenting a structure designed to encourage the sound development of a strengthened credit by examination system which will serve well the educational needs of the citizens of Texas.

Policy Formulation

One of the basic conclusions of this study is that a general statewide policy on credit by examination is needed in Texas higher education.

Therefore, *the initial recommendation of this report is that the Coordinating Board formulate a State policy on credit by examination for Texas higher education.*

Detailed recommendations for the content of the State CBE policy are contained in the following section. The basic criteria for such a policy however, need to be identified in connection with this outline of a general model. The recommended credit by examination policy should encourage the development of institutional CBE programs which meet the educational needs of both the traditional and non-traditional student, while upholding standards of academic integrity and quality. The recommended policy also should be flexible enough to allow for a maximum of institutional freedom in the development of its CBE program, consistent with the criteria of meeting educational needs and of assuring academic integrity.

In order to formulate a statewide policy on credit by examination and to support the development of strengthened CBE programs in the State, a basic organizational structure is required. A brief description of a proposed organizational structure relating to credit by examination programs is presented in the following section.

Structural Components

The proposed model for administration of credit by examination programs in Texas acknowledges and adopts the institutional CBE program as the key component in any statewide program of credit by examination. However, in order to coordinate and strengthen these local CBE programs, *the second major recommendation of the report is that a modest statewide administrative structure be established.* Specifically, a statewide support structure with two components is recommended. These two components are a Coordinating Board staff position with major responsibility for CBE program development and an Advisory Committee on Credit by Examination.

The creation of a Coordinating Board staff position in the credit by examination field will contribute significantly to equipping this State agency with the capability for coordinating and supporting the many institutional CBE programs in Texas. Since the cost of establishing an additional staff position in the CBE field may raise questions, it is recommended that the new staff position be given responsibility in other closely related areas such as experiential learning, independent study, multi-media-supported instruction, external degree programs, and other innovative instructional program development. With the inclusion of these additional responsibilities, a new staff position appears to be fully justified.

The proposed Advisory Committee on Credit by Examination would work closely with the Coordinating Board staff member in formulating the State policy on credit by examination and in providing general leadership in the development of credit by examination programs in the State.[12] The Advisory Committee's size should be small enough to allow it to function effectively as a working group, but large enough to allow for representation in the Committee of the several sectors of Texas higher education, including public and independent community colleges and senior colleges and universities. Representation of the interests of the non-traditional student working through extension and continuing education programs also is essential.

The organizational design of the proposed CBE model consists of the institutional program units coordinated through a statewide administrative structure involving a member of the Coordinating Board staff and a statewide Advisory Committee. The management and support services to be provided by the state-level components of this structure fully justified the prompt development of such an arrangement. A description of these services is contained in the next section.

Management and Support Services

The creation of a statewide support structure along the lines recommended in the previous section would provide a means for coordinating the State's institutional CBE programs and for assisting institutions in the development of CBE programs capable of meeting the educational needs of their students. *The third major recommendation of the study is that management and support services in the credit by examination field be provided to accredited institutions of higher learning in Texas through the administrative structure established at the State level.* The provision of the following types of services should contribute significantly to the development of a strengthened statewide CBE program.

Management and Clearinghouse Functions. One of the essential services to be provided by the Coordinating staff member is up-to-date information regarding institutional credit by examination programs and policies in the State. Since catalog statements seldom provide adequate information about CBE programs, a State clearinghouse would be useful.

[12] The Workshop on Statewide Policies for Credit by Examination held in Austin on December 5, 1973, brought together a number of State leaders in the CBE field for a useful exchange of ideas about credit by examination. Based on this experience, it is clear that a statewide Advisory Committee would be a very helpful vehicle for discussing issues relating to CBE program development and for making recommendations to the Coordinating Board in this regard.

for purposes of collecting and disseminating such information.

Information about college credit by examination programs should be obtained through the submission of annual reports to the appropriate Coordinating Board staff member. Report forms should be brief and simple, designed to identify the types of examinations used in the institutional program, the number of participants in the program, and the amount of credit awarded by examination. A basic credit by examination policy statement from each institution should be filed with the Coordinating Board and up-dated annually if policy revisions have been adopted. This reporting procedure will enable the Coordinating Board to obtain the data necessary for serving as an information clearinghouse and will require institutions to formulate credit by examination policies and to develop record-keeping procedures. Thus both information clearinghouse and management functions can be performed at the State level.

Advisory Services. Another significant service which can be provided through a state-level structure is advisory assistance to the individual college or university in the development of its credit by examination program. Although some institutions include numerous professional testing personnel in their staffs, other institutions lack the personnel resources necessary to provide leadership in CBE program development. On a statewide basis, taking into account the well-developed testing programs of many of the larger higher education institutions, sufficient professional resources are available for assisting in the development of significant test centers at all Texas colleges and universities. A mechanism for using the experience and knowledge of this pool of professional resources is necessary.

The state-level administrative structure would provide the mechanism for providing these advisory services. A professional resource list could be developed at the State level and requests for assistance could be routed through the Coordinating Board staff member. Arrangements for individual consultants or for teams of consultants could be handled through this procedure. Consultant fees would be paid by the institution receiving the advisory service.

In addition to advisory personnel, practical resource materials designed to assist institutions with their CBE programs could be developed. For example, a number of procedures might be used by an institution in determining local norms for purposes of establishing appropriate test scores for awarding credit. A pamphlet describing these procedures could be developed and made available to Texas colleges and universities. The tasks of developing these materials might easily be assigned to single institutions or to groups of colleges and universities.

Research Activities. A third type of function of the state-level CBE structure would be to foster research relating to credit by examination programs and policies. One of the most important areas of investigating is that of the cost of awarding credit by examination for the student, the institution, and the State relative to the cost involved in granting credit through the traditional course method. The Advisory Committee and the Coordinating Board CBE staff member should identify other issues which require study and then should recommend to the Coordinating Board the allocation of funds for research to institutions individually or jointly on a matching grant basis.

Research activities should be broadly defined to include the encouragement of pilot projects relating to credit by examination. Proposals for such projects would be reviewed by the Advisory Committee and approved by the Coordinating Board.

Consortia Development. The promotion of cooperation between Texas colleges and universities in the development of credit by examination programs would be promoted by the Coordinating Board CBE staff member and the Advisory Committee. Since the process of developing comprehensive CBE programs and reliable examinations is a costly and time-consuming one, cooperative endeavors between colleges and universities offer the possibilities of savings in both time and money and of higher quality results. Present CBE programs in the State utilize locally developed examinations extensively, a practice resulting in a considerable duplication of effort when viewed across institutional lines.

An alternative approach to program and examination development is the cooperative venture between institutions which may find it beneficial to work together in such areas as examination development and norming projects. It is recommended that the Coordinating Board CBE staff member and the Advisory Committee facilitate the formation of these cooperative efforts.

Statewide Policy Formulation. Probably the most important management and support function of the state-level administrative structure would be the formulation of a State policy on credit by examination. A State policy will seek to define general guidelines for institutional CBE programs and will provide a policy framework within which these programs can develop and function.

Funding Proposals

The development of a strengthened system of CBE designed to meet the educational needs of the State in higher education necessarily requires a plan for adequate funding. The proposed model for administration of credit by examination programs in Texas involves funding in three basic categories. *This study's fourth major recommendation is that funding be provided to the Coordinating Board in each of these categories for the 1976-77 biennium.*

The first category of funding will provide for the establishment of a state-level administrative support structure for credit by examination. Expenses involved will be partial staff salaries, office maintenance and operation, information dissemination costs, and travel for the Advisory Committee. Estimated annual costs for this category are $20,000.

The second category of expenses would be those involved in credit by examination program development. Funds for supporting research activities and pilot projects on a matching basis, developing resource materials, and sponsoring similar activities are essential. Since the number of these activities will be limited during the early years of the development process and research projects will be conducted on a matching basis, expenses in this category can be kept at a modest level. An annual appropriation of $15,000 should be sufficient to support significant research activities relating to credit by examination.

The third funding category would provide appropriations to the Coordinating Board for allocation to the institutions for credit awarded by examination. At the present time, institutions receive no financial benefits for credit awarded by examination, a situation which offers little incentive for program development. In view of the fact that institutional costs (general policy development, program research, record keeping, computer services, etc.) are involved in all credit by examination programs and faculty time and departmental operational costs are involved in the development of local examinations, it is recommended that funds be allocated to institutions for credit hours earned by examination. Funding for credits earned through CBE programs should be based on the actual costs for developing and operating such programs.

Although this proposed funding arrangement is a departure from the present system, its benefits to the institution and, assuming an expansion of valid credits earned by examination, to the student and the State should prove significant. However, careful study is necessary to determine the actual costs of granting credit by examination. Such an undertaking would be a priority project for the proposed Coordinating Board CBE staff member and the Advisory Committee.

In order to encourage institutions to give prompt attention to the evaluation and development of CBE programs, it is recommended that funding for CBE programs during the 1976-77 biennium be provided on the basis of 5-10 percent of the Coordinating Board's formula rate for faculty salaries. The base period for credit hours earned by examination would be identical to the base period for credit hours earned through courses. Assuming that the per unit examination cost in larger testing programs is less than in smaller programs, institutions which award large numbers of credit hours by examination (perhaps 10,000 credit hours and above) would receive an appropriation equal to 5 percent of the faculty salary formula rate for the credit hours awarded. Smaller programs (less than 10,000 hours awarded) would receive an appropriation equal to 10 percent of the faculty salary formula rate.[13]

This interim arrangement, providing funds to institutions as an incentive for the development of CBE programs, would be replaced after the 1976-77 biennium by funding formulas developed on the basis of the cost studies of CBE program development and operation conducted under the direction of the Coordinating Board. The recommended arrangement for the 1976-77 biennium is consistent with the objective of encouraging institutions with less developed CBE programs to proceed with the process of expansion.

Although this interim arrangement will not provide funding to independent Texas institutions of higher learning, funding in the first two categories will provide benefits to all accredited Texas colleges and universities. Further study is needed to determine on what basis, if any, financial support of the type recommended in category three can be provided to independent colleges and universities in the State.

Because complete data concerning the amount of credit earned by examination in all Texas public colleges and universities is not available, the total annual cost to the State is difficult to estimate. Presently accessible information suggests that an annual appropriation of approximately $100,000 would enable Texas colleges and universities to make significant progress in the development of CBE programs during the 1976-77 biennium. Although this funding would require appropriations for a new program area, it appears likely that the State's higher educational costs during recent years have been reduced by virtue of the

[13] On the basis of this interim funding arrangement and using the number of credit hours earned by examination during the 1972-73 academic year, Angelo State University would receive an annual allocation of approximately $600. Of course, large CBE programs would generate substantially larger allocations. Based on the number of credit hours awarded through the CBE program at The University of Texas at Austin (UTAU) during the fall semester of 1973, that institution would be entitled to $27,323. After adding credit hours earned by examination during the spring semester, UTAU would be entitled to an annual allocation in excess of $27,323.

Although the amount generated by fall semester CBE credit hours at UTAU is significant, it should be noted that funds generated on the basis of the Coordinating Board's recommended faculty salary formula rates for fiscal year 1974 for an equivalent number of credit hours earned in courses would be approximately $546,457. This example indicates that CBE programs may offer significant savings in the cost of higher education for the State.

credit hours earned through CBE programs in lieu of credit earned in regular courses. The provision of funding to enable the expansion of CBE programs would seem to be a good investment in both educational and economic terms.

Summary of the Proposed Model

This section has presented a proposed model for the administration of credit by examination programs in Texas built on four major recommendations. First, that the Coordinating Board develop a general State policy on credit by examination which respects the local responsibility of the State's colleges and universities while assuring the adequacy and the academic quality of the institutional CBE programs. Second, that a modest statewide administrative structure be established consisting of two basic components: a Coordinating Board staff position with CBE program coordination and development responsibilities, and an Advisory Committee on Credit by Examination. Third, that management, coordination, and support services in the field of credit by examination be provided to all accredited Texas colleges and universities through the proposed state-level support structure. Fourth, that funding be provided to the Coordinating Board, beginning in the 1976-77 biennium, for the support of the development of a strengthened CBE program in Texas.

SECTION V POLICY RECOMMENDATIONS

Section V enumerates specific recommendations for key components of the statewide credit by examination policy. The recommendations are offered as a framework for a model program policy for CBE in Texas. It is suggested that the State CBE Advisory Committee, described in Chapter IV, undertake a thorough review of these proposals and offer a statewide CBE program policy recommendation for adoption by the Coordinating Board of the Texas College and University System.

KEY POLICY COMPONENTS

Eligibility

Students eligible to receive credit by examination credit are those who have been duly enrolled at any accredited institution of higher learning in the State. Non-enrolled students also should be permitted to participate in an institution's credit by examination program. However, the non-enrolled student shall not receive credit he may have earned by examination until he has been duly enrolled at that institution. The non-enrolled student should be allowed to develop at the testing institution a record of his examination scores and credit. Credit eligibility demonstrated by the n on-enrolled student, therefore, may be "banked" or reserved at a given institution for a reasonable length of time, but cannot be converted to credit received until the student has enrolled at the institution.

Institutions are encouraged to review their admissions policies to determine if they provide the adult student with appropriate access to the educational services of the university. It is recommended that success in the institution's CBE program be considered as an additional method for qualifying the adult student for admission.

Comment: One frequently cited contribution that CBE programs could make to adult and continuing education is that of providing a new avenue for non-traditional adult students to enter or re-enter the mainstream of higher education. Non-traditional adult students are mostly twenty-five and older, hold full-time jobs or are homemakers and mothers, and can study only part time. They may or may not have studied at the college level previously. Many of these adults could benefit from continuing their education if additional avenues of access to higher education were available. If CBE is to provide this alternative entry point to higher education for the non-traditional student, students should be allowed to take examinations before enrolling, with credit to be held in escrow until enrollment. The record of CBE performance should be considered as an additional avenue for admission in lieu of the admission requirements generally used for the traditional student.

Standards for Awarding Credit

Each institution should establish its own standards for the awarding of credit by examination. Normally, the responsibility for decision-making with regard to standards for awarding credit, including examination cutting scores and performance criteria, should be placed with the appropriate academic department or unit working within administrative policy guidelines. However, these standards and guidelines should be consistent with the following criteria. It is recommended that awarding of credit standards be based upon empirical data concerning the performances of students who have taken the equivalent course(s) at the institution.

If the examination allows for the determination of a cutting score, the cutting score should be chosen so as to correspond, as nearly as is possible, to the level of performance equaled or exceeded by students who received grades of A, B, or C in the equivalent course(s). Students should not be required to take subsequent courses in order to "validate" or retain credit earned consistent with the above cutting score criteria. Appropriate interim standards such as national norms may be used as necessary until adequate data and norming studies can be completed.

Comment: Institutions have traditionally enjoyed a great deal of autonomy, within the framework of regional association accrediting standards, in establishing the criteria for granting credit that has been earned in the traditional course setting. The primary responsibility for these decisions has rested with the appropriate academic department functioning within institutionally defined standards and policies. This arrangement has been considered essential to the safeguarding of the validity and integrity of the traditional credit procedure.

Credit awarding procedures which follow closely these widely accepted arrangements appear to be the most appropriate for awarding credit earned via CBE. It is essential that the appropriate academic faculty be directly involved in the establishment and continuing review of standards for the awarding of credit. These standards should be based upon the performance standards of students who have taken the corresponding course(s) at the institution. Credit standards for CBE developed consistent with local empirical data should provide a clear basis for valid decision-making.

Recording of Credit

Institutions may award credit only in those academic disciplines which are taught at the awarding institution. Whenever possible, institutions should assign their own course title and number to the credit awarded. Conventional letter grades shall not be used. All credit earned through credit by examination should be designated by placing only the letters CR (credit) on the transcript where a conventional letter grade would otherwise be recorded. If additional notation is considered essential, these notations may be placed in an appropriate area of the transcript. Credit by examination credit shall not be used in computing the student's GPA.

Comment: Credit by examination is an assessment system for evaluating past learning (learning that may have been acquired by any means and over any span of time). The traditional letter grade system, however, represents an assessment of learning which has occurred within the framework of a specific delivery system and time frame, that is, a college course. Thus, letter grade assignments made in traditional college courses are closely related to both an assessment system and a knowledge delivery system. Credit by examination, however, attempts to assess learning independent of the means by which that learning was acquired. This distinction seems to warrant the use of the more general CR notation. Furthermore, letter grades normally provide a means of expressing the academic standing or scholastic performance of a student at a given institution. CBE does not measure such performance and, therefore, should not involve the assignment of a letter grade or be used in computing the student's GPA. In addition a uniform policy for recording CBE examination credit will meet the need for greater simplicity in recording and transferring credit.

Limits of Credit

The amount of credit by examination which may be awarded by an institution should not be limited by statewide policy. Institutions are encouraged to develop CBE policies and programs which are clearly responsive to the full range of educational needs of the traditional and the non-traditional student. Innovative model policies and programs should be encouraged at the institutional level.

Comment: Credit by examination is to a large degree self-limiting for both the traditional and non-traditional student. In addition, most institutional CBE programs would have to be expanded greatly in both scope and depth before abuses would be possible. Actually, if institutions are committed to meeting the needs of adult students, a close examination of institutional policy with regard to the limits of CBE credit should be undertaken. A review of institutional policy concerning the use of CBE credit for meeting degree requirements also appears to be needed.

Transferability of Credit

Credit by examination credit, once earned and recorded on the student's transcript at any institution, should be transferable on the same basis as credit earned through regular study at the awarding institution.

Comment: The non-traditional adult student is likely to attend a number of institutions over a relatively extended period of time in order to complete the requirements for a certificate or degree. If CBE programs are to meet the educational needs of the adult student in our highly mobile society, a liberal and uniform transfer policy for credit by examination is essential.

Cost and Fees

The cost of administering examinations, scoring examinations, and recording credit by examination should be assessed the participating student. Normally, standard fees for national examination programs should be paid by the student. A student should not have to pay the full tuition cost for a course in order to receive credit by examination credit in that course. The cost to the participating student should be in close alignment with the actual cost to the institution of operating the program. Institutions should provide adequate opportunities for sufficient financial aid (or fee waivers) to students with financial need.

Methods of Examination

Recommended methods for examining student's previous learning for awarding of credit via CBE are as follows:

1. Institutionally prepared examinations, including performance testing: Such tests are normally developed by faculty from the appropriate academic department(s) with supporting technical assistance.
2. Cooperatively prepared examinations: Two or more institutions may wish to cooperate in some or all examination development activities.
3. Standardized national tests especially designed for establishment of credit. This would include such tests as:
   - College Level Examination Program (CLEP) examinations, both General and Subject Examinations,
   - The College Entrance Examination Board examinations, both the Advanced Placement Program (APP) examinations and the (CEEB) Achievement Tests,
   - Undergraduate Program for Counseling and Evaluation (UPT) available from ETS,
   - The Psychological Corporation's Accounting Testing Program,
   - Examinations in nursing available from the Psychological Corporation and the National League for Nursing.
4. Transfer of credit earned by examination in one of the nationally recognized testing programs such as:
   - The New York College Proficiency Examination Program (CPEP) of the University of the State of New York,
   - The Subject Standardized Tests of the U. S. Armed Forces Institute (USAFI).

Examination Selection

Appropriate institutional policy guidelines and procedures for examination selection should be developed and approved by the administration of each institution to help assure the soundness of the CBE program. Within the framework of institutionally approved policies, the review, selection, and continued monitoring of examinations used in an institution's CBE program should be the primary responsibility of the appropriate academic department(s). It is essential to the soundness and academic integrity of the CBE program and the institution that appropriate academic faculty rigorously scrutinize the CBE tests to assure the validity of test selection and use. Necessary technical assistance should be provided to departments making decisions on examination selection.

Comment: Examination and other assessment techniques which are valid and reliable are necessary for implementing a credit by examination program, and they are necessary for assessing performance and certifying mastery for both the traditional and non-traditional learner. The role of the departmental faculty as experts in a subject matter area is well-established and basic in this process. Rigorous review and selection procedures are essential for both national tests and local tests. Although the primary responsibility for review, selection, and continued monitoring of CBE tests resides with the appropriate academic department, measurement and evaluation expertise is often required and should be made readily available to departments.

Information Dissemination

The Coordinating Board of the Texas College and University System, acting through its staff, should assume the responsibility of coordinating an effective statewide program of information dissemination on credit by examination opportunities to adult citizens of the State of Texas. Coordination of information dissemination at the State level should utilize State agencies such as the State library system, certification and licensing agencies, rehabilitation agencies, etc.

Individual institutions should assure the effective dissemination of full information on credit by examination programs to adult citizens throughout the institution's service region. These services may be coordinated by the Division of Adult and Continuing Education or a similar administrative unit at each institution.

Support Services

Each institution offering a credit by examination program which attempts to meet the educational needs of the adult student should develop support services which will reach and assist this clientele. These support services should include: (1) special counseling, (2) descriptive brochures of programs available, and (3) study guides or aids.

Institutions are encouraged to use local libraries as information and material centers for CBE programs. If the institution has a Division of Adult and Continuing Education, the resources of this division may be used to administer or facilitate these support services.

Comment: Special counseling facilities should be available for the non-traditional student. Such a counseling service should be staffed with persons who are knowledgeable about the special problems faced by the non-traditional student both on- and off-campus. Every institution should clearly indicate where the non-traditional student should go for information. Counseling for the non-traditional student should be available before enrollment and up-to-date statements describing opportunities for non-traditional students should be readily obtainable. It is important to note here that there is an apparent relationship between the number of adult students who take examinations for credit and the support services provided.

Security

Institutions participating in the CBE programs should be diligent in assuring that appropriate security is maintained throughout all aspects of each institution's CBE program. The state-level CBE Advisory Committee should develop model guidelines for security.

Comment: Faculty security procedures could jeopardize the integrity of the credit by examination program. Special consideration should be directed toward developing security guidelines that confront the problem of positive identification of CBE participants.

IMPLEMENTATION

The key policy components for a statewide CBE policy are recommended for the consideration and adoption of the Coordinating Board of the Texas College and University System. Although recommended for Texas public institutions of higher learning, Texas independent institutions are encouraged to adopt institutional policies consistent with these recommendations. Cooperation between public and independent institutions of higher learning could contribute substantially to the availability of these services to the adult learner.

These recommendations for statewide CBE programs policy have been specifically targeted toward the non-traditional adult learner. However, it is recommended that whenever appropriate the policies be applied to traditional as well as non-traditional students.

In advance of formal adoption of a statewide CBE policy, institutions are encouraged to undertake a careful examination of present CBE programs and policies and, where appropriate, adopt procedures consistent with these guidelines.

SECTION VI CONCLUSION

The Texas State Plan for Adult and Continuing Education will propose various methods for providing the citizens of the State with college-level educational programs at convenient times and places and at a reasonable cost. One of the specific goals of the State Plan is to offer the citizen additional opportunities to obtain college degrees even when he or she is unable to participate in traditional programs of higher education. This report concludes that a strengthened system of credit by examination is one of the important ways through which these educational needs of the non-traditional adult student can be met. It also has been seen that expanded credit by examination programs will be beneficial to the traditional student as well.

On the basis of this identification of benefits to be gained from developing programs of credit by examination in Texas colleges and universities, the model for administering the State's CBE programs has been developed and is submitted to the Project Manager and to the Coordinating Board and its staff for consideration. With modest financial expenditures, CBE programs in Texas could be expanded and strengthened to meet the growing and changing higher educational needs of the State. This study concludes that it is highly desirable that steps be taken to implement the credit by examination model proposed in this report at the earliest time possible.

ADULT AND CONTINUING EDUCATION
FOR BUSINESS AND INDUSTRY

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Introduction

Adult education means services and instruction provided to the adult population. Continuing Education is the concept that education in a world of accelerating changes must be a constant, lifelong series of learning experiences. Adult and continuing education in this report is defined as an organized educational program for post-secondary adults in business and industry.

New knowledge in every field is accumulating daily at a tremendous and, sometimes, overwhelming rate. The National Education Association conducted a study of the knowledge available as measured by written or printed documents over the period of the last two thousand years. It found that it took until 1750 to double the amount of knowledge available at the time of the birth of Christ. The second doubling took considerably less time--150 years. The third doubling took 50 years, the fourth, 10 years, and the fifth doubling took only six years from 1960 to 1966. Undoubtedly, the sixth doubling has already taken place and quite possibly we are on the threshold of the seventh. This rapidly increasing rate of change once prompted former Secretary of State Dean Rusk to say, "The pace of events is moving so fast that unless we can find some way to keep our insight on tomorrow, we cannot expect to be in touch with today."

The relevance of these statements is seen in the fact that no longer can a young man consider that he completes his education with graduation from high school or even with any formal degree obtained from a university. Rather, as he begins a career, he must also engage in a continuing plan of higher education to stay abreast of the latest knowledge or newest skills. Any alternative reduces sharply his capabilities and effectiveness in the market place.

Magnitude of Needs

In January of 1973, there were 4,531,900 persons in the Texas Labor force (nonagricultural employment). This represents an increase of 244,700 persons, or six percent, from January, 1972. Colleges and universities are turning out an increasing number of graduates each year to enter the labor market. While the information and educational needs of individuals may be varied, the fact remains that the education process of each must continue for maximum efficiency and productivity.

Former Governor John Connally said, "A major concern to every businessman in Texas today is how to survive and prosper in a changing world. It is true that our economy is rapidly changing from one based on land, labor and capital to a more sophisticated one based on new technical information, highly skilled people, new communication and transportation systems, and other man-made resources.

"While the technological revolution is a cause of concern to managers who remain unaware of new developments, technology offers many new opportunities for those who do make an extra effort to keep abreast. The importance of expanding our existing businesses and reducing our costs through improved techniques is self evident. New jobs and a lower cost of living are vital to the economic well-being of Texans."[1]

The term "technology" may vary in its meaning with different people, but most agree that, far from being static, it is rapidly changing in almost every field of endeavor. Webster defines technology as "applied science", "a technical method of achieving a practical purpose" or "the totality of the means employed to provide objects necessary for human sustenance and comfort." In practice technology deals with putting new ideas to work either to create new jobs, new products, and new profits or to reduce production costs and time or, in many instances, a combination of all of these.

Economic analysts, historically, have emphasized the importance of land, labor, and capital as major determinants of economic development. Only in recent years has increasing attention been given to technological innovations as a major factor in the growth of the economy. Economists, engineers, scientists, policymakers, and others have attempted to measure the contribution of technology to the rate and volume of economic growth.

Robert M. Solow of the Massachusetts Institute of Technology estimated that "of the total increase in U. S. output per man-hour from 1909-49, only one-eighth was due to the increase in capital investment while seven-eighths was due to technological progress."[2] Similarly, Solomon Fabricant[3] (of the National Bureau of Economic Research) and Benton F. Mossell[4] (of the Cowles Foundation for Research in Economics) found, in independent studies, that 90 percent of the rise in output per man-hour is attributable to technological change.

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[1] Connally, John, Governor of Texas, *Technology for Texas* Newsletter, Coordinating Board, Texas College and University System, Volume 1, No. 2, July, 1968.

[2] Solow, Robert M., "Technical Change and Aggregate Production Function," *The Review of Economics and Statistics*, Volume 39, August, 1957, pp. 312-320.

[3] Fabricant, Solomon, "Resources and Output Trends in the United States Since 1870," *American Economic Review*, Volume 46, May, 1956.

[4] Mossell, Benton F., "Capital Formation and Technological Change in U. S. Manufacturing," *The Review of Economics and Statistics*, Volume 42, May, 1960, pp. 182-188.

Advancing technology, therefore, has drastically changed the character of man's activity. A century ago, men and animals provided nearly all the muscle power in industry. The internal combustion engine, the electric motor, and the jet engine have changed that practice today. Communications and medicine are other areas where technology has transformed man's activities.

Formidable arguments make a strong case for technological innovations and new developments contributing significantly to economic growth. The use of new technology can:

1. reduce production costs, thus increasing productivity;
2. sometimes permit the output of a wider range of customer-satisfying products and services without a corresponding increase in capital investment, thus raising the return on invested capital and/or permitting price reductions;
3. shorten the time lag between the development of new knowledge and its widespread applications;
4. enhance the competitive position of Texas industry thus improving our balance of trade;
5. improve the quality of life in certain areas such as medical research, urban design, mass transportation, pollution control, and occupational safety and health;
6. stimulate the production of new products, thus creating new jobs.[5]

The economic analyst is well aware of the multiplier effect on the economy when additional jobs are created. Increased employment has a carry-over effect which stimulates industrial activity and economic expansion in many areas. The National Chamber of Commerce attempted to measure the increases in population, school enrollment, personal income, retail sales, bank deposits, and other economic factors in the industrialization of 10 rural counties in the United States during the 1960's.[6] According to the study, each 100 new manufacturing employees was generally accompanied by an increase of 68 nonmanufacturing employees distributed as shown in Table 1.

The economic changes as identified in the study are also reflected in Figure 1. Based upon total retail sales for the United States, the $565,000 increase in annual sales associated with each 100 new manufacturing employees would be distirbuted approximately as shown in Table 2.

[5] Lesher, Richard L. and George J. Howick, *Assessing Technology Transfer*, NASA SP-5067, Washington, D.C.: National Aeronautics and Space Administration, Office of Technology Utilization, Scientific and Technical Information Division, 1966, pp. 15-16.

[6] "What New Jobs Mean to a Community," Research Study prepared by Economic Analysis and Study, Chamber of Commerce of the United States, Washington, D.C., 1973.

TABLE 1

DISTRIBUTION OF ADDITIONAL NONMANUFACTURING EMPLOYMENT DUE TO INCREASE IN MANUFACTURING EMPLOYMENT
1973

CATEGORY	NUMBER OF WORKERS
Manufacturing	100
Nonmanufacturing:	
Wholesale and retail trade	21
Professional and related services	17
Transportation, communication and other public utilities	11
Finance, insurance, and real estate	6
Business and personal services	5
Construction	3
Other industries	5

SOURCE: Chamber of Commerce of the United States, Washington, D.C.

TABLE 2

DISTRIBUTION OF ANNUAL RETAIL SALES ASSOCIATED WITH EACH 100 NEW MANUFACTURING EMPLOYEES
1973

CATEGORY	SALES
Grocery stores	$119,000
Motor vehicle dealers	89,000
Department Stores	59,000
Eating and drinking places	43,000
Gasoline service stations	41,000
Clothing and shoe stores	30,000
Furniture, home furnishings and household appliance stores	26,000
Lumber, building materials and hardware dealers	23,000
Drug stores	19,000
Other retail stores	116,000
	$565,000

SOURCE: Chamber of Commerce of the United States, Washington, D.C.

Technological innovations and new developments contribute to the economy only to the extent they are used. It is increasingly apparent that a communication gap exists between the "principal generators of new knowledge and large bodies of users. This is not a simple problem of language, but a complex problem involving attitudes, values, goals, work patterns, orientations, environments, and other variables."[7] Spin-offs of heavy investments in research and development are economic and social wastes if they lie dormant in the closed pages of the completed report.

Technology transfer, then, and the utilization of technology are extremely important and offer immense opportunities to Texas and to the Nation. The knowledge which comes from public investment in research and development constitutes a "major, rapidly increasing, and insufficiently exploited national resource. Its effective use can increase the rate of economic growth, create new employment opportunities, help offset inbalances between regions and industries, aid the competitive position of Texas industry, improve the quality of life and assist significantly in filling human and community needs."[8]

There are some 12,000 business organizations in Texas listed in the 1973 Directory of Texas Manufacturers published by the Bureau of Business Research, the University of Texas at Austin. In addition, there are numerous other business organizations operating within the state. With increasing evidence that a problem of obsolescence exists among business and industry leaders, management and administrative personnel, and professionals and technical employees, a continuing education program is needed to keep personnel abreast of recent developments in business, commerce and industry.

There is currently being conducted in Texas a significant number of programs in adult continuing education which provide a state-wide service. These programs are taught either by itinerant instructors at various locations throughout the state or at a central location which serves people from all parts of the state. These programs serve special training needs which cannot be adequately met by the resources of local communities. For the most part, these special needs arise because of licensing and registration requirements imposed by law upon a select group of employees of municipal governments, state agencies, and business and industrial organizations.

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[7] Lesher, *op. cit.*, p. 6.

[8] *Ibid.* p. 5.

A variety of circumstances appear to contribute to the difficulty of meeting these training needs without assistance from outside the community. They include such considerations as the following:

1. the total number of people who need the training may be relatively small, but their knowledge and skills are essential to the public welfare;
2. instructors must be highly qualified from a technical standpoint and may not be available locally;
3. instructors must be highly competent in teaching ability to ensure maximum learning efficiency of participants;
4. course content must reflect current practices and must be technically sound, and
5. in some instances, necessary instructional materials are quite costly.

A State Plan

The State of Texas should be immensely interested in providing the leadership role in technology transfer and continuing education to business and industry personnel in Texas. Basic goals or objectives of the plan should be as follows.

1. Stimulate the economy of Texas through additional continuing education and technology transfer to:
    a. create new products
    b. improve the quality of products currently being produced
    c. improve commerce, business and industry techniques and processes, thereby decreasing costs.
2. Create new jobs by assisting new or expanding firms by providing educational services.
3. Increase profit margins of firms to improve the economic climate of the state and to broaden the Texas tax base.
4. Assist in the development of a balanced economy by providing assistance to the firms whose needs are great but whose resources are too limited to support a technical staff.
5. Promote and stimulate communications between educational institutions, the business community, and public agencies.
6. To stimulate more effective utilization of Texas' physical and human resources.

At the present there are fragmented efforts of adult and continuing education to business and industry in Texas. The Texas Education Agency concentrates its efforts primarily through secondary school districts with the bulk of its audience being those having a high school education or less. It also has some projects administered through junior and community colleges in selected vocational fields. Some senior colleges and universities have a few continuing education courses which are offered periodically. The Texas Engineering Extension Service offers some selected courses for specialty groups. It is not the intent of this plan to duplicate efforts already successful in meeting the continuing educational needs of the state. It is, however, the purpose of this plan to seek out those areas by geography, subject matter, or audience where the need still exists and where expertise is available and bring the two together.

Audience

Continuing education to business and industry is broad, not only in concept but also in application. The audience is varied. In a practical way, the audience, the users, or the employees, may be grouped in the following categories: entrepreneur-managerial; professional; clerical, sales, or service; technical; and the unskilled.

Entrepreneur-managerial

Whether the business firm is small with less than eight employees or large with more than 5,000, there are management decisions that must be made. The decision makers must be kept abreast of the latest developments of every facet pertaining to the operation of the firm. In many cases where the firm is small, there is no management team and the decisions oftentimes are made by the entrepreneur alone. Included in this category of employees are those administrators in mid-management and supervisory positions. While their decisions may not be of the magnitude of upper management levels they must have a current awareness of these new applications in their specific field.

Professional

The continuing education needs of the professional and a plan for providing for those needs are discussed in detail under a separate section entitled "Professional Continuing Education for the Professional: A Planning Study."

Clerical, Sales, Services

Supporting activities and services are vital to any organization. Expansion of markets either in new products or in new areas is of prime concern to most businessmen. While these areas may not seem too technical, an awareness of current trends and the latest developments is a prerequisite to making critical decisions.

Technical

This audience for continuing education is made up of those technicians, both skilled and semiskilled, who fit in a category just under the engineer and scientist in level of expertise. Sometimes this category may be referred to as "vocational."

Unskilled

In this category belong all those employees with none of the skills and expertise of the foregoing categories. Continuing education can provide instruction and assistance to enable the individual to attain a certain amount of expertise in a variety of skills.

Under current regulations the Texas Education Agency does have the major responsibility for the categories of clerical, sales, services, technical, and unskilled. It is deemed appropriate, however, for this state plan to meet the continuing education needs wherever they exist. Programs of these types will be primarily the responsibility of the recipient in paying the cost.

Types of Instruction

Technology is most useful and serves the broadest spectrum of society when knowledge is effectively disseminated and used by those receiving it. An efficient system for transfer of information to assist private enterprise is imperative if we attain maximum results from new ideas and developments.

In order for a firm to grow, it must be willing to innovate. To innovate, it must have a constant source of new, high-quality ideas. In larger firms, it is usual to assign this responsibility to a research and development group or division of the company. Smaller companies usually cannot afford the luxury of such an overhead and must depend upon management to assume this added responsibility. Experience indicates that larger companies who employ scientists and engineers tend to recognize the value of these technical services more rapidly than do the small firms that have the greater need.

Methods of transferring information vary with the audience, time period available, and the technology to be transferred. Traditional instruction in continuing education includes workshops, seminars, conferences, short courses, and training programs. These services continue to be successful and should be used extensively as the occasion demands.

Another type of information dissemination with equal success is the individual assistance of business and industrial personnel provided to firms in the identification and solution of problems.

Sometimes this is referred to as field services or advisory services and involves systematic and regular visits (or telephone conversations) to firms to discuss specific problems, as well as the publication of newsletters and advisory bulletins. A business- or technical-oriented specialist makes personal contact with a representative of a firm to provide the information needed in problem-solving for the firm. The amount of time needed to accomplish this task may vary from 15 minutes to several hours. A specialist's time devoted to any activity in field services should be limited to two man-days or less. If more time is needed for technical assistance, arrangements should be made with the proper commercial organizations for further consultation.

Demonstrations and referral services are also useful techniques in providing continuing education. Various combinations of all these methods of instruction would be desirable in a state plan of continuing education.

Organizational Arrangements

For implementing a state plan involving needs, expertise, and capabilities of this magnitude it must be organized, coordinated, and funded properly. A state appropriation in the amount of $250,000 for the first year, $300,000 for the second year, and $400,000 for the third year, is needed for field services alone to effectively provide assistance to the entrepreneur or manager in the identification and solution of problems. A portion of the cost of this technical assistance will be borne by the firm. The cost of instruction through seminars, conferences, workshops, demonstrations, and courses will be borne by the student and will be obtained through registration fees or contracts. Appropriations could be directed through one state agency, such as the Coordinating Board, Texas Colleges and University System, for proper distribution to institutions meeting designated guidelines. All continuing education projects in any institution would be coordinated through one office of that institution which, in turn, would be the point of contact with the coordinating agency.

The coordinating state agency should select an advisory council to assist in determining priorities in continuing education needs, in the expertise and capabilities available in the various educational institutions, and in the proposed activities. The advisory council should be composed of nine members with representation from state agencies, universities, manufacturing industries, and service industries.

Two requirements of the coordinating state agency should be:

1. to publish regulations governing the proposed continuing education activities after a public hearing and before final approval of the regulations, and

2. to publish an annual amendment to the state plan to identify the goals and objectives for the coming year.

A flexible communications network between the educational institutions should be initiated by the agency and maintained for continuing operations. When a request for technical assistance is received by one institution that can best be answered by another, it can be forwarded without delay. Each institution will know at all times the expertise and the capabilities of the others.

Funding for specific projects from the various institutions would be through annual proposals submitted through the coordinating state agency. The agency with the help of the advisory council would examine each proposal submitted on the basis of the need, the expertise available, and the past experience of the institution in implementing similar projects.

It is suggested that no matching funds be required the first year of implementation of continuing education through field services. The nature of information dissemination through field services is such that personal contact must be made with many firms and individuals before requests for specific information are made. For the second year, the recipient should pay 10 percent of the cost and for the third and succeeding years, the recipient should pay 20 percent while state funding should account for the remaining 80 percent of the cost.

Each institution would be responsible for justifying continued funding by providing annual progress reports. Included in the reports would be the nature of implementation (type of instruction or technology transfer), subject matter, number of participants or users, and amount of user fees collected or other appropriate matching funds from the users. In addition, where possible, the report should specify any other quantitative measurements of benefits, i.e., additional employment, sales, capital investments, and returns on investments.

An alternate plan would be a direct appropriation by the Legislature to each public institution meeting the same designated guidelines as mentioned above. Continued appropriations for such institution would be treated as all other appropriations and justified accordingly.

Justification

The development of an effective continuing education program to assist business and industry is certainly one of the great challenges today. Success of the development of this type of program can be measured in various ways. Continued support of specific seminars, workshops, etc., indicates the acceptance by firms and willingness on their part to pay for the cost of instruction and the transfer of information. Most educational institutions can document this kind of repeated success through the years with its continuing education program and extension services. For one year during a five-year period (1966-1970) an attempt was made to measure the benefits for Texas derived from technology transfer. Table 3 summarizes those benefits in showing the return on federal funds used to assist in continuing education.

TABLE 3

SUMMARY OF COST/BENEFITS OF TECHNOLOGY TRANSFER
1969

CATEGORY	TOTAL FEDERAL EXPENDITURES	CAPITAL INVESTMENT OR SAVINGS	ANNUAL RETURN OR SAVINGS	JOBS: NEW OR SAVED
Information Services	$47,257			
Probable Benefits		$2,500,000	$9,020,000	125-422
Field Services	21,288			
Accomplished			225,000	250
Probably			300,000	
Possible		3,020,000	1,550,000	40
TOTALS	$68,545	$5,520,000	$11,095,000	415-712

SOURCE: The Coordinating Board, Texas College and University System, Austin, Texas

CONTINUING PROFESSIONAL EDUCATION:
A PLANNING STUDY

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Introduction

This planning study of continuing education for the professional was made to assist the Coordinating Board, Texas College and University System, develop a Statewide Plan for Community Service and Continuing Education which would meet the real needs of Texans.

Without any doubt, Texas Professionals have continuing, renewed, and new needs for continuing professional education; are participating in continuing professional programs under manifold sponsorship, unevenly developed among the various professions; and receive virtually no State assistance or guidance in these activities.

The question is appropriately asked: "Should Texas public institutions of higher education become involved in continuing professional education?"

The answer, Texas public institutions of higher education are already actively involved to considerable extent, e.g., some 35 academic units alone from the Austin campus of The University of Texas conduct continuing educational programs for professionals, and at least 20 institutions of The Health Science Centers and other academic institutions of The University of Texas System are already actively involved in some aspect of continuing professional education. Furthermore, these activities have already involved real commitments of facilities, equipment, space, and precious faculty, staff, and student time that might be used in alternative University activities. To date these commitments have essentially all been "bootlegged", that is, without specific "role and scope" mission charges by their governing boards, often without policy guidelines from their administrations, frequently without regular budgeting assistance, and most crucially, and with minor exceptions, WITHOUT STATE OR INSTITUTIONAL FINANCIAL ASSISTANCE AND INSTITUTIONAL RECOGNITION FOR THE ACTIVITIES UNDERTAKEN. Texas private institutions of higher education have fared no better.

So now the central question of this study becomes: "What should/could Texas institutions of higher education do in continuing professional education if given the resources and what would it cost?" The concise answer is: Much, but *only if* these institutions are ready and willing to make serious long-term resource commitments to the development of truly professional continuing education through provision of: adequate administrative organization, a sound financial base, a competent, qualified faculty, and sufficient and adequate facilities for the program offered, as specified in *Standards of the College Delegate Assembly*, The Southern Association of Colleges and Schools, adopted December 13, 1972.

The balance of this report describes the findings of this study regarding these factors.

The purpose of the Statewide Study Concerning Adult and Continuing Education is to develop a potential state plan for adult and continuing education for recommendation to the Coordinating Board, Texas College and University System, and for possible recommendation, to the Texas Legislature, for enabling legislation at the 1975 Legislative Session. Prior to this Statewide Study there was no coordinated statewide plan for post-secondary adult and continuing education for more than seven million adult Texans. This project, "A Planning Study of Continuing Professional Education," focused on the role of higher education, and especially the professional schools, in meeting the continuing professional education (CPE) needs of Texas Professionals.

Study Findings

Documented Urgent Need for CPE

The urgent CPE needs of Texas Professionals are not well documented. Almost without exception each profession studied expressed recognition, either through its professional society or through the appropriate examining and licensing board, of the need for CPE. Where specified, this need ranged from two days to ten days per year as a desirable minimum to maintain competency and currency in practice. Where not specified, the fact that professional CPE staff have been hired or special CPE committees have been formed, by the specialty societies to study or implement CPE programs, is partial measure of the urgency for this need.

There is no single agency/institution in Texas with CPE need information for all professionals. Even within a given profession there is seldom a single agency which requests or records the complete range of CPE activities of Texas Professionals, particularly where specialization exists. Usually, only the national specialty society requests such information as part of its program to recognize individual endeavor to maintain professional competence.

CPE Needs Mechanisms

Both the professional and his employer, where applicable, are highly motivated to engage in CPE which is highly relevant to *current* professional practice. The needs of professionals for continuing professional education are best determined from the professionals themselves. Mature, intelligent, well educated, qualified practitioners are quite capable of deciding what new knowledge, skills, and/or attitudes would be most useful to them; provided they are given a framework in which to screen new learning possibilities against the further educational requirements of their practice.

Professionally developed, structured surveys of professionals, administered through the individual professional/specialty society to its members is the most frequently mentioned mechanism for determining CPE needs. If administered by mail, this technique suffers the common problems of all mail surveys, that is, incomplete coverage (low response rate), misinterpretation of items, lack of detailed explanations of new items (if too short), too time consuming (if too long), and expense in processing (tabulating, summerizing, and analyzing the data accumulated). With few exceptions among the professions, such as law, not all professionals are members of the appropriate professional society and therefore coverage is often incomplete. Even so, this is by far the most economical technique to contact the vast majority of professionals. Some specialty societies have established standing committees on continuing education one of whose functions is to determine the needs of their members. Direct contact with such standing committees is an important technique.

In those professions which are examined for professional skills and/or reexamined for relicensure trends in CPE learning needs can be determined from the examination records of the various licensing boards.

One of the most promising recent techniques being developed is the self-assessment examination, a well structured learning module designed to assist the professional in determining his learning needs over a very specific segment of his practice. The medical profession appears to be in the forefront of this development. The development of quality self-assessment instruments is expensive; dissemination through publication in specialty society journals is easily facilitated and economical. Efficient conversion of self-assessment test results into CPE programs is a detail worthy of further development. Somehow professionals must be convinced that neither the personal nor professional reputation of any professional will be abused by revealing their self-assessed professional learning needs to those anxious to help them. Possibly anonymous return (to the appropriate specialty society) of completed self-assessments would suffice.

Structured personal interviews with individual professionals and CPE testing, guidance and counseling are additional expensive, effective techniques to elicit the CPE needs of individual professionals. At the present time there are few (virtually none) qualified CPE counselors with an intimate knowledge of current professional practice as well as knowledge of the learning module spectrum available to give CPE guidance to professionals. More attention should be given by Texas' higher educational institutions to developing such counselors both in the professional schools and as a student product of our College and University System.

Finally, there are many secondary sources of CPE needs data.

Experts in the field often "know" what learning is required to update/upgrade professionals practicing in his field. Those few faculty who interact, at a high level of performance excellency with their professional counterparts in practice, frequently qualify as such experts. But more often these experts are outside the University.

Representatives from organizations of/employing professionals *occasionally* have analyzed their CPE needs and are able to specify these accurately. In actual practice this ideal is seldom attained. Most frequently such representatives can tell you the problem symptoms, in practice, faced by their professionals but have not analyzed these to determine CPE need specifications. CPE needs are best determined by professionally staffed human resources development departments. CPE programs based upon casual passing comments from organization representatives not familiar in detail with current professional practice and the specific CPE needs derived therefrom are often doomed to cancellation due to lack of enrollment and therefore result in a great waste of precious CPE resources. The organizational recruiter who visits the campus is seldom the source of hard CPE need data.

When shortages appear in critical categories of labor, the U.S. Departmentof Labor, and in Texas, the Texas Employment Commission, will make a labor inventory to determine and certify the number of individuals with certain skills needed. While this tertiary source of hard data for continuing education needs has, in the past, been most successfully applied in non-professional categories, it should become increasingly important in CPE in the future.

Trade associations and manufacturers/suppliers (through their salesmen) contact many professionals on a regular basis; these organizations often are sources of information on the problems, of professionals, in practice and the indicated CPE needs. This is especially true where the trade association or supplier renders a professional service.

Most Feasible Proven Mechanisms for Determining CPE Needs

Surveys of individual members, informal suggestions by professionals in practice or by knowledgeable faculty closely involved with practitioners, self-assessment tests published by professional societies, and program pretests are the most feasible proven mechanisms for determining CPE needs.

Most CPE efforts have neither satisfied a particular CPE need of a *total* profession nor satisfied *all* of the CPE needs of a portion, or segment, of a profession. Most CPE efforts attempted thus far have been presented on an "if warranted" basis resulting in a less than comprehensive program. Certainly this does not go far toward insuring that society receives the maximum competent professional service possible.

CPE Delivery Systems

Professionals, like all adults, use unevenly the complete range of human experiences as learning resources. Their high degree of specialized training and self-image as independent thinkers have provided professionals with a wide spectrum of life styles, each uniquely tailored to fit both the professional image and the local circumstances of practice.

The single CPE learning resource used most often by professionals--usually informal and often unorganized--is "discussion with colleagues". When time is of the essence, the professional asks an expert. Obviously, the CPE delivery system of discussion with colleagues will continue as long as man can speak and hear.

This technique can be more effective when formally organized, however, as in the case of the medical profession's Dial Access. The use of University resources for community/public/technical service consultation and clearinghouse activities or the use of Dial Access (the phone-in telephone service used to obtain emergency medical treatment advice via audio tape or expert opinion from selected health science centers) indicate very promising tools which should be explored in other professions.

The next most frequently used informal CPE learning resource is the literature; that is, the reading of professional, specialty, and trade journals, books, and other publications. Use of these materials is quite variable within and between professions and is dependent upon the relevance and availability of the publication as well as the availability of professional reading time. Many professionals do *now* set aside regularly scheduled periods to "catch up" through reading of concise, relevant material where and when available. Texas universities, through the unique teaching/research talents of their faculties, could perform a significantly expanded role in CPE by publishing *concise summaries/abstracts/digests* on subjects of vital importance to the practicing professionals, and make these materials available to the specialty societies for wide, economic dissemination.

The current most frequently used formally organized CPE technique is the traditional stand-up lecturer. This includes organized short/long-semester courses, special lecture series, conference-symposium presentations, convention speakers, etc. The lecture technique can be enhanced greatly by the use of modern audio-visual educational technology to present a stimulating passive learning environment. The lecture probably is the most economical format in terms of teacher (learning manager) time. But *NO* profession adamantly claims that the lecture is the most economical, effective, efficient, delivery system for CPE.

Even acknowledging the tremendous dissemination advantages of live and packaged CPE by electronic media (broadcast radio and television, closed circuit television, videotape and video cassettes), if these passive formats are not effective in changing professional performance, they may well be the least economical overall when wasted time of professional participants is considered. In fact, those professions with the most highly developed CPE programs decry passive CPE formats, demanding increased resource commitment to the development of participatory/interactive CPE formats, i.e., workshops, simulations, clinics, programmed instruction modules, personalized systems of instruction, etc. The lecture is being supplanted slowly by these more effective CPE delivery systems, including specially designed/produced learning modules for instruction of those who, because of constraints on distance/schedule/time, cannot leave their practice unattended, or for whom travel would be prohibitively expensive or uncertain in the light of our energy/fuel crisis. But the design, development, construction, production and testing of these concise, efficient, effective CPE delivery systems is not an inexpensive process. Canned, off-the-shelf theoretical undergraduate and graduate courses are, in general, ineffective CPE learning modules. New relevant interactive CPE formats must be developed, and kept up-to-date, if they are to attract professionals to CPE and hold their interest. The development of these CPE learning modules depends crucially on finding sources of developmental funding.

CPE DELIVERY SYSTEMS

TRADITIONAL

Abstracts and Digests
Literature Searches
Seminars
Short Courses
Institutes
Conferences
Correspondence
Film
Professional Rounds
Peer Review
Colleagues
Lectures
Clinics
Laboratory Work
Symposia
Scientific Meetings
Radio
Internships
Tutoring
Reading: Standard Publications
College Level Examination Program
Sales Literature/Demonstrations/Exhibits

MODERN

Simulations
Self-Assessment Tests
Programmed Instruction
Audio-Cassettes
Telewriter
Practice Audit
Personally Paced Instruction
Dial Access Audio Tapes
Computer Assisted Learning
Videotapes/Video-cassettes
Telelecture
Closed Circuit Television
Inspection Trips and Educational Travel
Broadcast Television-Microwave/EMW/Satellite

OUTLINE

CPE Delivery Systems

I. Standard (classical)

  A. Types

    1. Lecture Series
    2. Conferences
    3. Symposia
    4. Workshops
    5. Institutes
    6. Short Courses
    7. Correspondence

  B. Learning Aids

    1. Notes
    2. Visual Aids

  C. Books and Proceedings

    1. Publishing

II. Educational Technology

  A. Types

    1. Learning Modules
    2. Audio Casettes
    3. Radio (AM/FM/Short Wave)
    4. Video Casettes

OUTLINE cont'd.

Types cont'd.

5. Television (Closed Circuit/Broadcast;ITV & ETV)
6. Computer Based Education (CAI/Simulations)
7. Personalized System of Instruction
8. Teaching and Learning Centers (for Faculty)
9. Reading and Study Skills Laboratory

III. Educational Facilities

A. Continuing Education Centers
    1. Classrooms
    2. Social Rooms
    3. Housing
B. Learning Carrels
C. Libraries
D. Computers
E. Laboratories
F. Recreation

CPE DELIVERY SYSTEMS

- Questioning Colleagues
- Reading
- Self-assessment instruments
- Dial Access
- Literature Searches
- Digests & Abstracts
- Correspondence - CLEP: CEEP
- Lectures
- Symposia
- Conferences
- Short Courses
- Workshops
- Simulations
- Clinics
- Laboratories
- Programmed Instruction
- Self-paced Instruction
- Computer Aided Instruction
- Computer Based Education
- Audio-cassettes/tapes
- Radio
- Video-cassettes/tapes
- Film
- Closed Circuit Television
- Broadcast Television - Microwave/EMW/Satellite
- Tutoring
- Peer Review

By far, the most difficult task of this CPE planning study has been the analysis, for recommendation, of the organizational structures most desirable in a potential statewide plan for continuing professional education.

CPE External (Statewide) Organization Structures

The most feasible statewide organizational structure for coordinating CPE is a series of separate statewide councils, one for each profession, composed of representatives from:

1) the specialty society(ies) serving the profession;
2) the appropriate professional examining/licensing board(s);
3) each accredited appropriate professional college/school (awarding degrees in the profession); and, where applicable,
4) the appropriate state-appointed guidance or advisory committee or commission for education in the profession, e.g., State Board of Examiners for Teacher's Education, Advisory Committee (to the Coordinating Board) on Medical Education, Advisory Committee (to the Coordinating Board) on Legal Education, etc., including at least one representative of the Coordinating Board staff, preferably at the Assistant Commissioner level.

Such a council as recommended would bring together the appointed representatives (advisory commissions/advisory committees, examining and licensing boards) of all Texans, representatives of societies having the most-direct communication with, and access to, the individual professional, and the professional education resources in Texas. Except possibly in the profession of Optometry, no single Texas institution of higher education has the resource spectrum required to satisfy all of the CPE needs of any single profession. Nor can any single Texas institution, or the State of Texas, afford to duplicate CPE offerings unnecessarily or offer programs for which there is inadequate or negligible need.

Each council would determine the CPE needs of the respective profession, certify such needs to the Coordinating Board, Texas College and University System, and recommend policies, procedures, structures and systems for meeting the specific, everchanging CPE needs of the profession in Texas. Any professional college or school desiring these certified needs could announce such intent to the council, and fund, through internal institutional resources, such programs as necessary to meet the certified needs. Alternatively, any professional college or school interested could develop, with the council's approval and guidance, proposals to the Coordinating Board, Texas College and University System, for *state* funds to support the development and overhead costs of programs to meet the certified needs.

Communication, coordination, and guidance are all achieved under the CPE coordinating council concept. The beginnings of such statewide interinstitutional cooperative coordinating councils have already formed with limited representation and limited authority for the professions of: Architecture, Pharmacy, Nursing, and Social Work.

Crucial to the success of these statewide CPE coordinating councils is the delegation of authority, by participating institutions, to their representatives so that programmatic decisions can be made quickly and conveniently. Without such authoritative representation the councils become merely elaborate vehicles for CPE communication, which, while necessary, is insufficient to the development and implementation of a statewide CPE plan.

CPE Organization: Internal (Institutional) and External (Statewide)

By far the most difficult task of this CPE planning study has been the analysis, for recommendation, of the organizational structures most desirable in a potential statewide plan for continuing professional education.

Internal (Institution) Organizational Structure(s)

While a wide variety of internal (institutional) organization structures for administering and operating CPE was found, few were deemed ideal and no institution had a single successful institution wide structure for administering CPE. Almost all successful, highly rated CPE programs operated as an appendage to a professional school which had a long record of intimate involvement with the corresponding professions in practice. However even in these "ideal"programs, there was a lack of knowledge about other CPE programs on the same campus, a desire for more recognition on their own campus for their CPE activities, and a need for greater institutional committment of resources to develop the CPE program.

A number of individually excellent CPE courses and conferences are also offered by various continuing education organizations in higher education, some through traditional extension divisions, some through research centers and/or institutes, some through offices of special programs, and many on an "ad-hoc" basis through individual academic departments. Even in many such cases however, the professionals (clientele) often complain justly that the programs offered are not reliable, year after year, as to currency, relevancy of content, and quality control.

If Universities accept as a mission, the challenge of CPE in the 1970's, they must accept the responsibility for developing organization structures which do provide reliable, quality offerings and offer a known point of contact for potential clientele who need counseling and guidance as to learning modules available.

Beyond this recommendation, no single internal organization structure is recommended as a standard to be followed by all institutions of higher education. Specific individual and local circumstances will dictate the best internal CPE organizational structure.

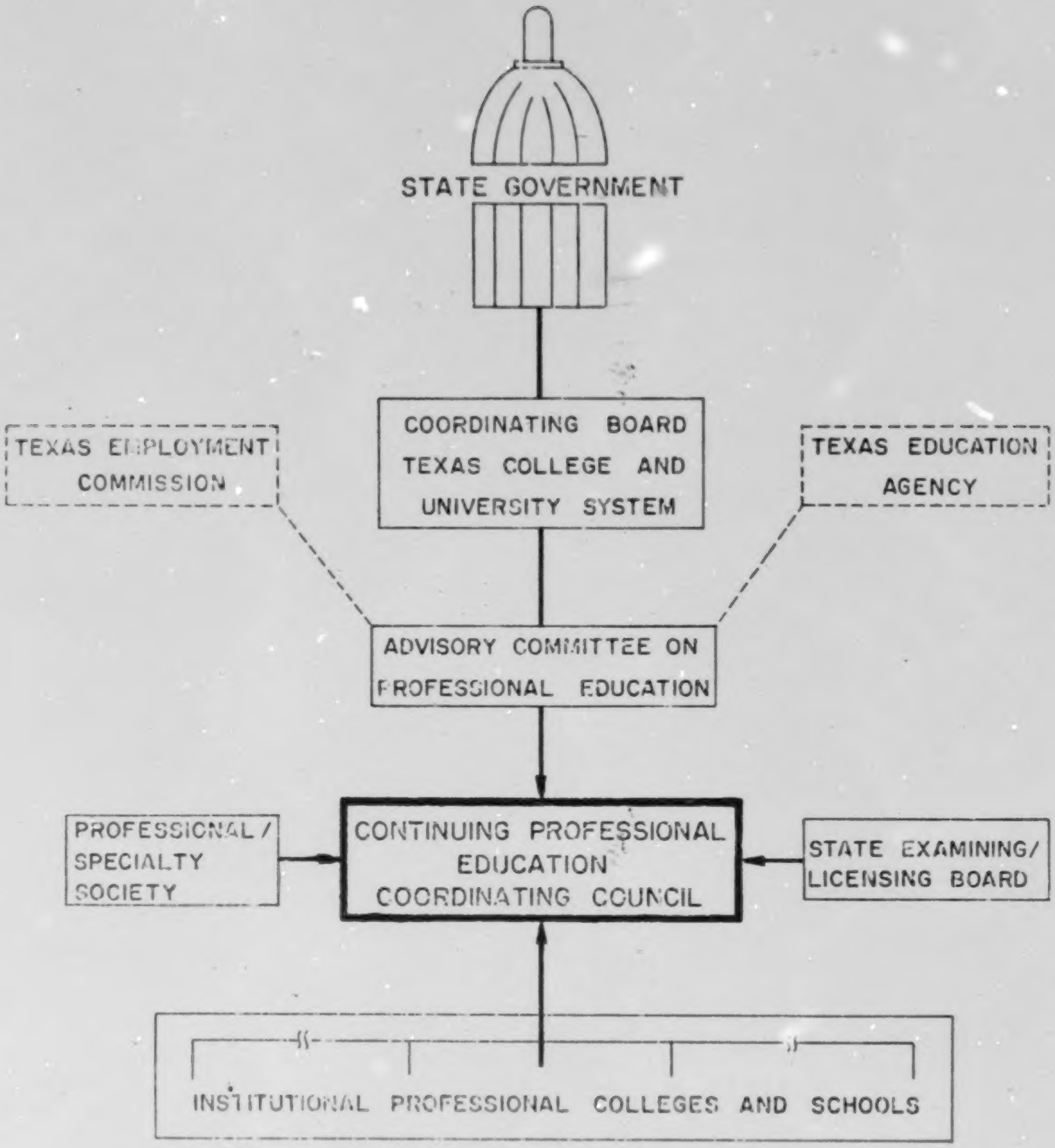
No single ideal institution-wide model of a CPE organizational structure was discovered by this project. But some general organizational guidelines were uncovered.

Each institution of higher education, and each professional school within an institution, has a unique intellectual, geographic, and demographical relationship to the society it serves. Every institution should not, therefore, be expected to have the same CPE internal organization structure. These structures will vary according to institutional role and scope, available educational resources, and institutional commitment of these resources to the CPE mission.

The individual professional colleges and schools, in cooperation with the appropriate CPE coordinating councils, should *control* the content and development of specific CPE programs as well as their interaction with the respective professions, specialty societies, and examining and licensing boards.

In addition, it is recommended that each institution engaged in CPE provide for educational administrative continuity by designating a single office, with appropriate staff and budget, to develop institution-wide CPE policy and procedures, including plans for the development of CPE educational supporting resources, both facilities and services. Such an office could also serve as the *catalyst* for multi-professional/multi-disciplinary programs beyond the scope of any single professional school.

Increasing societal demands for educational accountability impose CPE reporting requirements on any institution so engaged. Information on student records and institutional effort should, for convenience and efficiency, be centralized in such an office. The myriad of government higher adult educational programs, most of which require some institutional matching resources, represent opportunities which can easily become lost within an institution not providing centralized coordination for CPE.


STATE GOVERNMENT
COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
TEXAS EMPLOYMENT COMMISSION
TEXAS EDUCATION AGENCY
ADVISORY COMMITTEE ON PROFESSIONAL EDUCATION
PROFESSIONAL / SPECIALTY SOCIETY
CONTINUING PROFESSIONAL EDUCATION COORDINATING COUNCIL
STATE EXAMINING/ LICENSING BOARD
INSTITUTIONAL PROFESSIONAL COLLEGES AND SCHOOLS

Selection of Qualified CPE Faculty

CPE Faculty Selection and Development

There is no factor more crucial to the ultimate success of continuing professional education than the selection and development of a properly qualified *professional* faculty. No comment appears more frequently in discussions of continuing professional education than the need for instructors aware of current professional practice; not only the latest developments from the research laboratory or as reported in the literature, but more importantly, in the clinical environment in which professional practice occurs. In fact, the most frequently mentioned quality control instrument for continuing professional education programs is the selection of qualified faculty.

Where do you get continuing professional education faculty? Unfortunately, continuing professional education faculty often have been selected from either regular faculty from higher education who are interested in "moonlighting" for overload pay and like to "ham an ego trip" on their own microcosmic corner of knowledge or are practitioners who want to enlighten the academic and practicing worlds with their unique experiences regardless of the general utility or uniqueness of such experiences.

Unqualified continuing professional education faculty can have a strong demotivating influence on professional students. In such cases, *no* program is often better than a program conducted by unqualified faculty. Continuing professional education programs must achieve a high degree of success or suffer the law of supply and demand in a very discriminating, highly intelligent, and critical marketplace. Behavioral change is difficult enough to accomplish without the added burden of incompetent change agents.

Qualified continuing professional education program faculty actually are a very rare species. Continuing professional education faculty must not only know theory, they must also know practice. They must be knowledgeable and competent in the modern applications of theory to professional practice. They must have a realistic assessment of the environmental constraints encompassing modern and future professional practice. They must be skilled in the art and practice of applying the principles and methods of adult learning (androgogy) to continuing professional education program design. They must have knowledge of the adult professional's ability to learn, as well as of the modern educational technology or professional education media currently in use or being developed.

Such qualifications are rarely characteristics which occur naturally; good continuing professional education faculty are developed and are not discovered fully talented. While they may possess a driving desire to help their fellow man develop his professional capabilities to the highest levels currently attainable, today's continuing professional education faculty must possess the professional knowledge and skills of the adult education leader. They must be educated and trained as educators for adult professionals; in short, they must be professional adult educators.

Faculty who do not have an awareness and empathy for relevant current practice are seldom suitable for continuing professional education programs. Practitioners are motivated by continuing professional education programs where 1) the content has been determined by in-depth research of the needs in the field, 2) practitioners themselves have had a role in determining program objectives, and 3) the program faculty is aware of the problems/solutions required to implement, in practice, the new knowledge, skills, attitudes, etc., learned.

Very few faculty from higher education have the prerequisites experience backgrounds; these must be developed through extensive exposure to practice or exposure to many practitioners serving as program development consultants who can distill the essence of practice and practical constraints from their own backgrounds.

Until such time as sufficient regular faculty in higher education are so qualified,it may (will) be necessary to use many practitioners as continuing professional education faculty. Such is now frequently the case in programs conducted by the professional and specialty societies. Conceivably, this requirement could last indefinitely.

Equal in importance to "relevant experience" as a faculty qualification is the "ability to teach professionals as adult professionals", that is, using the knowledge and techniques of androgogy and modern educational technology rather than pedagogical techniques, and the traditional stand-up lecture. The adult participatory democratic classroom teaching style is foreign to the majority of existing faculty. If they are to employ this style, they will need exposure to, and practice in, modern adult education procedures, i.e., they will need fauclty development training in higher adult education.

An institution of higher education committing itself to continuing professional education will need to provide for extensive in-service faculty development reorientation and redirection programs so that there will be better faculty knowledge and use of non-traditional forms and materials. Such faculty development programs should include,as a minimum, the following:

The Psychology of Learning
Androgogy: The Theory and Practice of Adult Education
Educational Counseling of the Adult Professional
Modern Educational Technology
Institutional Policies, Procedures, and Practices

The educational material required for such a faculty development program is rarely readily available off-the-shelf at any college or university. In fact, few universities (less than twelve) have first-rate graduate programs in adult education, the frequent source of expertise in the first three topics listed above. But with adequate funding and encouragement from university and college administrations, quality continuing professional education faculty development programs can be created which will not only provide a base for training regular and adjunct faculty in continuing professional education principles and practices but will also provide an institutional dividend, that is, a faculty enrichment in non-traditional study forms and materials.

Adjunct Faculty

A word should be said about adjunct faculty from professional practice because they are the *sine qua* non of CPE programs.

During the last two decades our institutions of higher education have built up a great reservoir of scholarly faculty steeped (if not predominate) in the ways of pure research at least in theory, much to the exclusion of practice. Every profession seems to have suffered by the overshift in emphasis toward theory. But the CPE student primarily comes from practice and will return to practice. The CPE student wants to advance his preparation for practice and he is quick to sense when a pure theorist does not know "his beans". For this reason, successful (model) CPE programs around the United States have found it desirable to use as much as fifty percent (or more) adjunct faculty, especially contracted to prepare learning materials for, and teach in, CPE programs.

Traditionally, extension divisions of universities have hired persons with practical experience to become extension agents or specialists to teach in extension programs only loosely connected to the professional colleges and schools. The last two decades have witnessed the growing [illegible] use of practicing professionals in CPE programs.

What is now needed is a new mechanism allowing professionals short-term (one semester to two years) employment to train as professionals adult educators, to prepare CPE learning materials, and to instruct (not necessarily as a lecturer) in CPE programs.

It would seem that the creation of a number of non-tenured adjunct faculty positions holds great possibilities for fomenting a dynamic renewed faculty in the non-enrollment growth decades immediately confronting higher education.

CPE Essentials and Accreditation

For over a decade the debate on the need for accreditation of continuing professional education programs has been increasing in intensity. Practitioners want to be assured, in advance, that continuing professional education programs they elect to attend will provide them with the high quality knowledge and skills they need. Adult education has always been plagued with a charlatan/incompetent component; excessive spillover into continuing professional education is always a threat if not too often a fact. Professional and/or specialty societies, vocational and industrial associations, licensing boards, employers, and government, each having joint responsibility to its members and to society, have expressed concern regarding appropriate means for evaluating and assuring quality standards for continuing professional education.

This continuing debate, unresolved at present, has caused all concerned to reevaluate the essentials required for educational accreditation. These reevaluations have resulted in several published studies among which are the following more noteworthy publications:

Accreditation in Adult and Continuing Education Programs
The Standard Nine Study
Southern Association of Colleges and Schools 1973

Evaluation in the Continuing of Medical Education
Committee on Goals and Priorities of the National Board
of Medical Examiners 1973

Essentials of Approved Programs in Continuing
Medical Education
Council on Medical Education, American Medical Association 1970

The Continuing Education Unit - Criteria and Guidelines
The National Task Force on the Continuing Education Unit
National University Extension Association, Washington, D.C. 1973

and *Diversity by Design*
Carnegie Commission on Non-Traditional Studies
Jossey-Bass Publishers 1973.

From these and others in the literature, a pattern is beginning to emerge as described in the following.

It should be recalled that accreditation of educational programs for the most part pertains to the meeting or exceeding of *minimum* current standards of educational practice thought required to produce learning, or learned students, of an acceptable quality. Accreditation is usually conferred on institutions, for their total educational effort, or on individual educational programs, such as for single disciplines, but seldom, if ever, on individual courses or faculty. Naturally the accreditation agency wishes to encourage imaginative, innovative, educational experimentation leading to new levels of educational excellence. To do so, the accreditation agency normally leaves educational objective design and implementation to the discretion of the educational program administration and faculty, subject to periodic review (inspection and evaluation) and reaccreditation.

The duality pattern, or trend, that seems to be establishing itself is: 1) accreditation of professional continuing education program sponsors, i.e., professional colleges and schools or other sponsoring agencies, by professional/specialty societies and 2) accreditation of total institutional effort, including continuing professional education commitment, by regional or national, accreditating associations, e.g., the Southern Association of Colleges and Schools, etc. *Not* all of the professions are currently prepared to accredit continuing professional education programs but the mechanisms are evolving. One element certain to change from the existing accreditation procedures for undergraduate and graduate education is the inclusions of many more practitioners on the continuing professional education inspection teams and on the boards setting standards and essentials criteria for continuing professional education.

The following accreditation factors have been identified by the American Medical Association in their continuing professional education accreditation procedure:

Definition
Objectives
Administration
Budget
Teaching Staff
Curriculum
Facilities
Educational Methods
Methods of Evaluation
Recognition

CPE and Standard Nine, Southern Association of Colleges and Schools

No discussion of continuing professional education is complete today without consideration of the impact of "Standard Nine" of the College Delegate Assembly of the Southern Association of Colleges and Schools adopted December 13, 1972, governing "Special Activities", as well as *The Continuing Education Unit (CEU) - Criteria and Guidelines* handbook for implementation being prepared by The National Task Force On The Continuing Education Unit. Both of these documents detail minimum standards and guidelines for the operation of accreditable adult and continuing education programs. They are not intended to delimit the imaginative, innovative development of programs attempting the higher levels of learning excellence necessary to achieve improved professional competence.

"Special Activities" are defined under Standard Nine as "operationally separate units, external or special degree programs, off-campus classes and units, independent study programs including correspondence and home study, conferences and institutes including short courses and workshops, foreign travel and study, media instruction including radio and television, and on-campus programs including special evening classes." Continuing professional education *not otherwise designated* as part of regular undergraduate, graduate, or professional educational programs, are subject to Standard Nine. It is not now clear whether continuing professional education programs conducted by professional colleges and schools as integral parts of their total educational effort would fall under the jurisdiction of Standard Nine, or the "nontraditional studies" portions of "Standard Ten: Graduate Program", or "Standard Three: Educational Program".

Both "Standard Nine" and the *CEU-Criteria and Guidelines* handbook have apparently been prepared under the assumption that adult and continuing education programs will be operationally separate units in the future, comparable to traditional extension teaching. This assumption, while valid for many types of adult and continuing education programs, appears to us to be *invalid* for continuing professional education both in the present and for the future. Nevertheless, the operational guidelines set forth in "Standard Nine" are useful in defining the significant factors requisite to continuing education programs meeting the definition of a Continuing Education Unit: Ten *contact* hours of *participation* in an *organized* continuing education (*adult* or extension) *experience* under *responsible sponsorship*, *capable direction*, and *qualified instruction*. Each of these factors requires resource commitments which are often new or additional by institutions of higher education.

There is nothing magic, or sacred, about the number "ten" in the CEU definition other than its decimal convenience in expressing individual continuing education participation or institutional continuing education effort. Individual contact hours of active organized learning, or their equivalent, appear to be an equally valid measure widely compatible with existing professional and specialty society measures and records of their professional members' achievements.

However, the remaining requirements for awarding recognition to continuing education participants:

Contact Hours of Participation
Organized Adult Experience
Responsible Sponsorship
Capable Direction
Qualified Instruction

are necessary to the achievement of high quality continuing professional education as they are for the achievement of any other form of adult and continuing education. The resources required for a professional response to this broadened mission of higher education are illustrated in "Standard Nine" with interpretative examples for each of the following categories:

1. Administration and Organization--clearly identifiable and defined administrative unit;
2. Financial--clearly identified budget;
3. Faculty and Staff--adequate and qualified faculty and staff;
4. Students--development services: admissions, registration procedures, counseling and guidance services, and records;
5. Operationally Separate Units--off-campus degree granting units;
6. External or Special Degree Programs (Non-Traditional Study)--independent study and examination program;
7. Off-Campus Classes and Units--maintain academic integrity of the institution;
8. Independent Study--degree and non-degree credit programs;
9. Conferences and Institutes--conferences, institutes, short courses, workshops, seminars, and special training programs;
10. Media Instruction--any form of special activities instruction through television, radio, computer assisted instruction, telewriter, telelecture, etc.;
11. Travel, Tours, Visits--degree credit for academically accountable programs;
12. On-Campus Programs--evening and special session program standards;

Many of the above categories will play only a very limited role in continuing professional education, but each should be considered as an alternative option in the overall delivery system network which will be required to meet the continuing education needs of Texas' professionals.

CPE Students: Admissions and Records

The maturity, professional nature and educational background of CPE students, i.e., practicing professionals, requires a totally different philosophical and procedural approach to CPE Admissions.

Because of the highly specialized nature of CPE programs, whether sponsored by universities, professional or specialty societies, government agencies, educational entrepreneurs, or other private organizations, traditional CPE programs have been open to all professionals interested, able to pay the tuition, and in need of the knowledge, skills, and attitudes to be learned in the CPE program(s). In other words, the participants screen themselves.

During the 1960's, especially early in that decade, CPE program publicity did not always describe adequately the minimum background qualifications expected of participants, but during the late sixties and the early seventies publicity for CPE programs has included more complex participant prerequisites, thus facilitating the self-screening process.

Since most CPE programs have been sponsored by organizations, especially public colleges and universities, sensitive to their public service roles, this open admissions policy and self-screening procedure has allowed these CPE programs to serve a wider segment of society than elite screening would allow. It should be noted, however, that many of the nationally rated private professional colleges and schools do invoke a detailed applicant screening procedure requesting (and supposedly weighing) all pertinent background prerequisite information, often in at least as great a detail as applicants for professional school admission, but not requiring the Graduate Record Examination or the Scholastic Aptitude Test or other College Entrance Examination Board administered admissions tests.

The new and increasing societal demands for accountability of our professionals as well as demands for accountability of our educatonal system will require more detailed CPE program participant record keeping. Each year more professional specialty societies request records from professionals participating in CPE programs as part of member achievement evaluation. Many organizations, including employees, request CPE sponsors to acknowledge CPE student participation, with some even requesting learning assessment or evaluation of competence, behavioral change or terminal program behavior.

Standard Nine (Special Activities) of the Southern Association of Colleges and Schools (the institutional accrediting agency for the Southeastern United States including Texas) requires as a minimum that:

> policies should be developed for *admissions, registration procedures, counseling and guidance services, and records.* The characteristics of these policies should be directly related to the nature, character, and need of the special activities student.

> Non-credit programs should be appropriately identified and recorded by means of the continuing education unit (CEU).

Thus, each accredited Texas institution of higher education offering CPE programs must develop an appropriate CPE admissions and records system or will be forced to accept a system imposed by the Association, with the alternative being loss of institutional accreditation.

Frequency and efficiency of operating admissions should be administered through the respective professional colleges and schools using student record formats compatible with the central record system of the University. This will require that the central record system have the capability of handling a large number of short term students, continuously updated or operated in real time. Integration of the CPE student records with the regular central record system of the University has been accomplished at such Universities as the University of Michigan, an example of which is enclosed.

NOTE:

The expense of systems analysis, design, and implementation, especially start-up costs involving debugging, is *appreciable* and must be included in the institutional resource commitment to CPE if the system devised is to be effectively responsive to the multiple demands made upon it. This system will require the attention, cooperation, and support of all the professional colleges and schools from the earliest planning stages. It is not too early to start now.

Feasible Funding Mechanisms For CPE

A project to break out detailed cost information for existing CPE programs should receive state support immediately; such detailed information was in general not readily available to this Project though the following express the consensus recommendations of those active in CPE both in Texas and in model programs elsewhere.

The vast majority of professionals can afford the direct instructional and incremental CPE program costs, i.e., the costs of direct instruction, student learning materials, faculty instructional materials, facilities. But special grants-in-aid or tuition equalization grants need to be made available for those professionals and professional support personnel such as paraprofessionals, not able to bear these full costs.

However, even the most noteworthy CPE programs in other states are, if state supported at all, inadequately supported as regards instructional (joint) administration costs, CPE market research costs, and new program development costs. The costs of student services including CPE counseling, the costs of new facilities and learning resources development (capitalization), and the costs of CPE facilities maintenance should also be provided by state appropriations.

It is generally conceded that CPE programs cost more to produce than other higher adult education programs, such as vocational, cultural, and general educational programs, But this project was unable to discern separate statewide funding recognition of CPE in the available continuing education plans of other states. The accepted continuing education funding practice of those states most advanced in this field provides individual institutions with broad discretionary powers on the specific uses of state appropriations for continuing education. Recognition of differential program development costs is thus left up to individual institutional administrations. It is recommended that differential program development costs be provided in state 'Professional Credit' funding formulas.

Funding CPE through traditional university extension units has not resulted in a measurable number of distinguished programs in CPE; the National University Extension Association could not generate sufficient interest among its extension division membership to maintain a separate section on Continuing Education for the Professions. Such funding is too far removed from professional school control to effect the necessary administrative and faculty recognition which CPE requires.

Feasible CPE Recognition Systems

No single universally accepted CPE recognition system exists, either in Texas or in any other state. Some of the health care professional schools have adopted the Continuing Education Unit (CEU) of the Southern Association of Colleges and Schools, but this acceptance is uneven. Acceptance of the CEU is even narrower among the professional and specialty societies; it is virtually nonexistent for state examining and licensing boards either in Texas or elsewhere.

Each profession, through either its specialty society or its state examining and licensing board, is moving toward voluntary/mandatory CPE involvement of Texas Professionals. To date, these recommendations have not been in terms of CEU's but instead have been in terms of *contact hours of instruction*, a measure especially meaningful for CPE programs/organizations accredited by the national or state professional or specialty societies.

None of the professions examined in this Project have indicated a need or desire for new CPE *degree* recognition systems. University involvement in CPE recognition systems is best limited to recording the participation, involvement, and accomplishment of professionals in individual CPE programs. As rapidly as is possible, a shift should be made from mere attendance measurements to performance (competency and mastery) based evaluation. True professionalism demands no less.

In CPE programs using performance evaluation based on professionally determined criteria, CPE students should be accorded "Professional Credit" measured in terms of equivalent contact hours of guided learning, or better yet, mastery of definitive subject matter modules. Such "Professional Credit" could provide a record of professional subject matter/skill mastery and/or activity to meet the recording requirements of specialty societies, examining and licensing boards, and other organizations as may be concerned, including the individual professional desiring a permanent record of his learning accomplishments.

CONTINUING EDUCATION FOR WOMEN

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Introduction

Efforts to assist women continue their education have confronted the forces which discriminate against females - in a struggle which ensues. While inequities of the past and present continue to affect many aspects of the lives of women, the concerns here are the opportunities in higher education needed by women today and in the future to secure for all citizens of Texas a better quality of life.

The drama of women's role in education has been played against a backdrop of the development of collegiate education in the United States. Higher education was open to men as early as 1636, with the founding of Harvard. Special training, it was reasoned, was needed by those eligible to stand in the pulpit, or later, to serve in other roles vital to the young nation.

Tendencies toward oppression are nearly always "justified". Reasons were advanced for not permitting women into college: It was thought that the rigors of higher education would surely affect the health of young women adversely. There was also the fear that the race would become extinct, in that educated women would decline to bear children. Besides, the size and capacity of the brain of females were too limited to encourage higher education.[2]

Despite such attitudes,slow progress was made. Elements of higher education for women were first found in this country, according to Aiken[1] in isolated special schools. Later, during the early nineteenth century, seminaries and academies provided instruction beyond basics for women. Some of the seminaries became teacher-training institutions. Women's colleges represented a further development; by 1852, the American Women's Education Association was formed to promote the establishment of female colleges.

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[1] Aiken, Wreathy. *Education of Women in Texas*. San Antonio: The Naylor Company, 1957

[2] Atkinson, Carroll and Maleska, Eugene T. *The Story of Education*. New York: Chilton Company, 1962.

The first female students were enrolled in a coeducational college (Oberlin) in 1837. Michigan and Cornell opened their enrollments to women in the 1860's.

The classical curriculum of the seventeenth and eighteenth centuries was to co-exist with work and professionally oriented college offerings during the nineteenth century. Vocational training was offered in private trade schools like Cooper Union (1859) and Pratt Institute (1887). The Morrill Act (1862) provided the wherewithal for the establishment in each state of a college to advance agricultural and mechanical pursuits.

Non-traditional higher education has appeared in many guises throughout history. Lyceums were founded in several localities in the early 1800's. Chautauqua meetings were widespread after 1875. University extension and correspondence courses, first offered at Cambridge in the 1850's, were found in the U.S. by the early 1890's. Adult education as a public-sponsored movement began about the time of World War I. The Smith-Lever Act of 1914 provided for agricultural extension work. The Smith-Hughes Act (1917) provided for vocational education of adults through the efforts of public school teachers. In 1924, the Carnegie Corporation of New York called a national conference on adult education. The American Association for Adult Education was organized in 1926. While literacy and vocational skills were prominent aims of adult education in the beginning, other purposes could be identified by the middle 1930's. Adult courses in the Maplewood-South Orange area of New Jersey, in 1935, offered everything from golf and dog-training to political science and abstract art.

Many departments or divisions of continuing education were established on college and university campuses by the 1950's. These administrative units frequently pulled together the several kinds of non-traditional offerings of an institution: evening courses for credit, non-credit short courses and conferences, correspondence courses, and extension and off-campus activities. During the 1960's, in response to heightened consciousness of the needs of mature women not being well served by conventional college offerings, continuing education programs for women were formed on several campuses. These programs, usually housed administratively within a division of continuing education, were designed primarily or exclusively to accommodate the characteristic life styles of adult women. Forty-four such CEW programs were identified in 1972.[3]

Higher education in Texas followed the pattern which was observed in other parts of the nation. In 1837 the First Congress of the Republic of Texas chartered the University of San Augustine. While the University of

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[3] Mulligan, Kathryn L. *A Question of Opportunity: Women and Continuing Education*. Washington: The National Advisory Council on Extension and Continuing Education, 1973.

San Augustine and other institutions founded before the Civil War included a "female department", the studies were different from that for men; and they were largely ornamental in nature. The oldest institution for women within the state, according to Aiken, was Baylor College, but Gonzales College was the only institution in Texas to award a B.A. Degree to a woman before the Civil War.

An agricultural and mechanical land-grant college was established in Texas in 1876 through provisions of the Morrill Act. The University of Texas was established in 1881. A state institution exclusively for women, the College of Industrial Arts (now Texas Woman's University) was founded in 1901. Most post-secondary institutions presently operating in Texas were founded after the Civil War.

Non-traditional education in Texas has also followed developments found elsewhere. Lyceums and Chautauquas were not unknown in the state. In 1909, the University of Texas established the Department of Extension to extend the benefits of the University to persons who could not attend as regular students. Services of this department included the offering of correspondence courses, public lectures, publications, etc. At the time of the passing of the Smith-Lever Act by the U.S. Congress in 1914, Texas Agricultural and Mechanical College initiated a division of Extension Service. Demonstration work with adult women was being conducted in Texas by 1915. In 1927, the Fortieth Legislature established county demonstration work through Texas A&M College.

In more recent years, there has been an administrative component for continuing education in many private and public institutions of higher learning in Texas. Community colleges have been responsive to the needs of mature adult learners. In 1969, a Continuing Education of Women program was organized at the University of Texas at Austin for the well-being of returning women students who were older than the average. Similar programs are being organized presently on the campuses of other institutions in the state.

Rationale of the Study

This study of continuing education of women has been guided by certain tenets and observations. No exclusiveness of service for women is sought, for respect for the worth and dignity of every individual is at the base of all education now supported by the American people. A commitment has been made to the right of every citizen to achieve the best of which he--or she--is capable.

Women and girls have some educational needs which are unique. It is true that some of these needs exist because of inequities. But even if job discrimination were ended, if girls and women received appropriate counseling and assistance, and if educational institutions were more receptive, there would probably be a place in the foreseeable future for programs which allow women flexibility in their education and career patterns. Within the range of needs of women which have been identified, there are differentiations according to the ages, backgrounds, abilities, interests, aptitudes, and values of individuals.

Responsible choice is one of the greatest freedoms of the individual. Many of the outmoded barriers to women's aspirations are disappearing, and there are now many optional life patterns. Each woman can choose to be chiefly occupied with home and family. Or she can be a participant in the community, a contributor to the economy, a creative artist or thinker or scientist, and so on. These choices incur obligations and responsibilities for growth.

Too many of the plans with which young women were assisted in the past were poorly suited to the mature years of these same persons. New technology and rapid social changes have created needs among mature women hardly imagined a few decades ago. If the tentativeness of a woman's planning in her early years is due to her focus on marriage and child rearing, the point of intervention would appear to be when her major child rearing responsibilities are over.

Historically, women have been and still often are disadvantaged as individuals compared to the level of their potential abilities. This has been particularly evident in the world of work, but patterns of discrimination against women are giving way to new occupational choices and employment opportunities. In order to take advantage, many women will require career development to augment or redirect their capabilities.

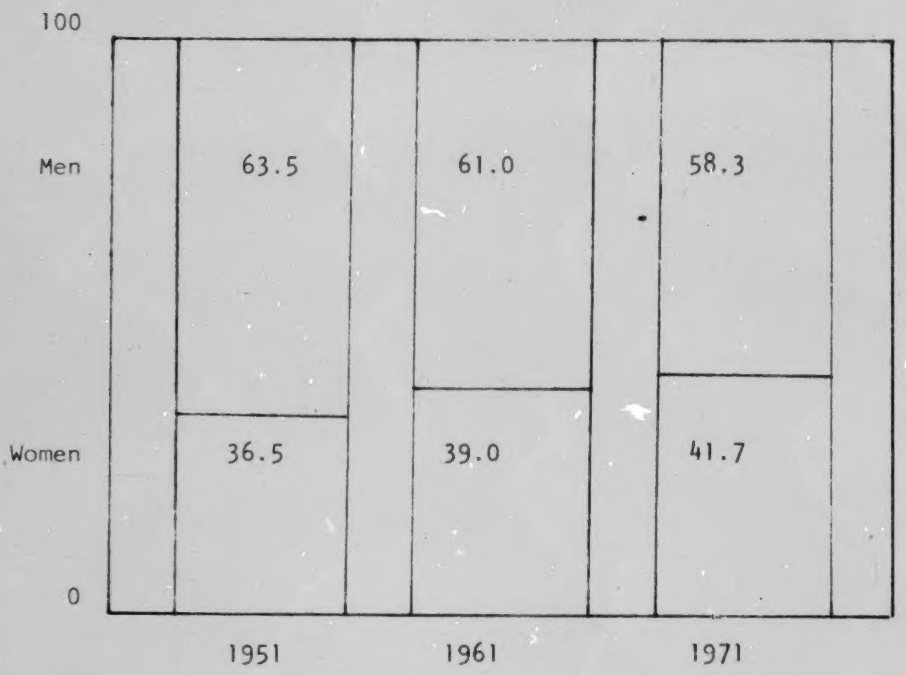
Currently, there are over 31.5 million women in the labor force of the United States. While in 1920, twenty per cent of the work force was female, today thirty-eight per cent of the workers are women. Fifty years ago the tendency was for the woman worker to be young and to engage in factory or clerical occupations; now the profile of the average female worker is that of a woman in mid-age who pursues a variety of vocations. About half of the women working are motivated by pressing economic need. Opportunities for women who work can increase their productivity, minimize the risk of discrimination, and provide the society with more fully realized talent.

Revolutionary changes are underway in the nature of the family, in sexual roles, in occupational opportunities, and in individual life styles. It is now possible to predict with confidence all of the implications of such changes, but it is clear that few changes have occurred that potentially affect so fundamentally the lives of so many individuals. There are promises in these changes: the possibility for greater fairness among individuals; the likelihood of more and better talent for the society; and enriched family and community life. These promises can be kept by better educated women.

It is clear that the population of students attending postsecondary education institutions is shifting. The 18- to 21-year old age group now constitutes only slightly more than half of the some quarter million students attending college. In 1971 nearly a quarter of Southern College students were going part-time, and part-timers are increasing at a rate faster than full-time students.[4] Women are cognizant of their needs and are responding to their opportunities. The increased proportion of women in higher education is represented in Figure 1.

In designating areas of inquiry pertinent to the development of a State Plan for Adult and Continuing Education and Community Service, the necessity was recognized for all constituencies to be well served. The basic objective of the study is to suggest to the Legislature a plan whereby needed postsecondary educational programs can be made available to the people of Texas at times and places convenient to them and at a price they can afford to pay. Through such a plan the colleges and universities of Texas will be able to meet their special responsibilities in the field of continuing education and community service.

Figure 1



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[4] Grateful acknowledgement is expressed to the Southern Regional Education Board for permission to reproduce the graph appearing as Figure 1. It earlier appeared in *Regional Spotlight* of the SREB, September, 1973.

In order to meet the basic objective of the study leading to the state plan, several issues must be resolved. The needs identified for the various constituencies will determine the total market for continuing education and community service in Texas. Some judgment must be reached as to who can best serve the various segments of this market. Another basic question is: What portion of the cost for continuing education and community service should be paid by the students and what portion should be paid by the State and others? Ultimately an issue pertains to State responsibility and the need to have a formula which might be used by the Coordinating Board as a fair and equitable basis for state appropriations or reimbursement to the colleges and universities which provide needed continuing education and community services.

As a sub-project to the statewide study, there was initiated the Study of Continuing Education and Community Services for Women in Texas. This study has addressed several questions, as follows:

1. What is the nature and magnitude of the needs of women for continuing education services in the State of Texas?
2. What organizational arrangements are most appropriate to meet the needs?
3. What quality controls and accountability measures can insure quality in the proposed programs?
4. How can the proposed programs be financed?
5. What share of the cost should be borne by the student and by the taxpayer?

The answers to these questions, along with the findings from the other sub-studies, should be generalized in resolving the issues leading to a state plan for continuing education and community services.

Definition of Terms

For purposes of the present study, the definitions which follow shall prevail.

Continuing Education is the term applied to those post-secondary educational experiences and services, credit or credit-free, specifically organized in non-traditional ways for adults. The most usual activities administered through continuing education components are evening courses, seminars, workshops, correspondence courses, institutes, instruction by means of television conferences, and short courses.

Continuing Education for Women refers to postsecondary educational programs, credit or credit-free, specifically organized to meet the needs of women not being adequately met in traditional ways. Such program offerings often have titles which indicate a focus on the needs of women. Or there may be within the continuing education component an administrative unit responsible for identifying and meeting needs of women not being otherwise well served.

Continuing Education Unit is the basic instrument of measurement, as defined by the Southern Association of Colleges and Schools, for measuring an individual's participation in an institution's offering of credit-free classes, courses, and programs. The Continuing Education Unit (CEU) is defined as ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction, and qualified instruction (Standard Nine, "Standards of the Delegate Assembly," December 31, 1972).

Postsecondary Educational Institution is the term applied to public or private junior colleges, community colleges, and universities.

Research Plan and Organization of Report

Data for this study have been gathered from several sources. Relevant researches and other literature have been reviewed and reported herein. A survey was conducted to ascertain the needs and desires of Texas women for continuing education services and to identify barriers which discourage women from taking advantage of present educational opportunities. Judgments of directors of continuing education programs and others whose experiences have equipped them with perspectives considered valuable for the study were gathered through questionnaires, on-site program observations, and interviews. An advisory panel of women selected from across the state reviewed and evaluated data and ideas from the several sources and added to the information base of the study. The survey employed an interview-questionnaire instrument devised by the investigator. This instrument met criteria proposed by the proponents of the normative-survey method of research to ensure validity and reliability. Likert scaling was the preferred approach in matters of opinion and judgment. The instrument was administered to appropriate trial groups before being used with the selected sample population; no revisions were required.

The use of the instrument involved an interviewer and a subject vis-a-vis. Personal data were elicited by the interviewer, who recorded the information provided. During this time, the interviewer could make a judgment as to how well the subject understood the printed inquiry sheets. For persons with problems of language or understanding, the interviewers (some were bilingual) presented the questions orally and made clarifications as necessary. Otherwise, the interviewers presented the inquiry sheets in the correct order and answered any questions that arose. The women selected as the sample population were from six communities. They represented, as presumed from the application of factor analytic procedures, the women of Texas in microcosm.

The survey was conducted by a team of interviewers assembled to serve several investigative functions of the Statewide Study Concerning Adult and Continuing Education. Dr. Anthony C. Neidhart, project manager of the statewide study and a specialist in the application of statistical inquiry techniques in the social sciences, directed efforts of the staff members who collected and analyzed the data emanating from the survey. The findings of this team are reported below.

Judgements of persons with expertise in the field of continuing education and community services were sought. A letter of inquiry was sent to the president of every postsecondary education institution in Texas. The inquiry was to be directed to the person in that institution primarily charged with continuing education. On-site observation of continuing education programs was the feature of visits to Central Michigan University and to the University of Wisconsin at Green Bay. A number of interviews were conducted at the national meeting of the Adult Education Association, held in Dallas in 1973. Ideas from these sources are also reflected below.

One of the most useful procedures employed in this study has been the utilization of an advisory panel. This panel was composed of fourteen women selected from across the state to review the data and tentative findings. They were individually and collectively well qualified to add ideas to the study's inputs and to make assessments as to the validity and applicability of a number of postulates derived from data collected. The recommendations in this report reflect careful consideration of the judgments of this very perceptive group of women.

Following the summary and conclusions, the recommendations based on the study results are presented.

Related Literature

Related literature has been helpful to this study. Studies and other published materials by individuals have provided data useful for assessing needs for continuing education, reviews of past and present efforts in this field, and status summaries. Positions maintained and recommendations by commissions, governmental agencies, and other groups have strengthened the evidence and conclusions of the present project. Excerpts and summaries of the most salient of these are presented on the following pages.

Need

The need for policies and programs particularly responsive to the needs of women was indicated by several study groups. Representative of these is the report of the Carnegie Commission on Higher Education, *Opportunities for Women in Higher Education*[5]. The Commission noted that intensified pressure for equal opportunity for women in higher education developed a few years later than the pressure for equal opportunity for minority groups, and it soon became apparent that policies designed to improve opportunities for minority groups did not fully meet the special problems of women.

Men and women are in need of continuing education, as observed in *American Women*, a report of the President's Commission on the Status of Women[6]. The report notes further that women's opportunities are more limited than men's. In part, this is because neither the substantial arrangements for advanced training provided by business for their executives nor the educational and training programs of the armed forces are open to many women. In part, it is because counseling and training are of particular importance at times when new choices are likely to be made, and women's lives are less likely than men's to follow continuous patterns. The women who marries and is rearing a family has educational needs that have been badly neglected. During her intensive homemaking years, she should be encouraged to prepare for at least three decades of life after 40 when she may be free to use them as constructively and as interestingly as possible.

The responses to these needs, while encouraging, have demonstrated that there is still a minimal and sometimes poorly conceived commitment to the needs of mature women. Prior to publication in 1971 of *Continuing Education Programs and Services for Women*, the Women's Bureau of the Department of Labor made an inquiry of over 1800 institutions of higher education to ascertain which institutions have developed programs to meet the needs of women. Of these, 376 reported relevant programs and services, an increase of 126 over the 1968 total of less than 250.

Dr. Jacquelyn Mattfield, in her study, "A Decade of Continuing Education: Dead End or Open Door," reported the results of a survey of selected programs listed in the Women's Bureau catalogue and reviewed data collected by the American Association of University Women. Only 20% of the postsecondary institutions could document offerings useful to mature women learners. She noted that only 44% of more than 400 institutions queried reported having any special programs for mature women. Slightly less than half of these institutions make adjustments in rate of work, class hours, or customary academic policies or procedures to fit women's particular needs.

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[5] The Carnegie Commission on Higher Education. *Opportunities for Women in Higher Education*. New York: McGraw-Hill Book Company, 1973.

[6] President's Commission on the Status of Women. *American Women*. Washington: Superintendent of Documents, 1963.

Centers for Women

Many of the reports have advocated women's centers or programs. A report of the Chancellor's Advisory Committee, appointed by former Chancellor Roger W. Heyns of the University of California, Berkeley, included the following statement:

> *Although some of us may not have been convinced on this point when we began our investigation, we are now unanimously persuaded that there is a strong case for a center for women. The main reason for this is that a center would serve as a "visible" welcome sign to women who wish to return to higher education but who are wary of the problems and difficulties they might encounter. Here will be a place where they can count on sympathetic analysis and understanding of their problems. This expectation of wholehearted support will be especially significant to minority group women, who in many cases may have attended college when the doors of predominantly white institutions of higher education were not open to them and who may be fearful of the quality of their previous education.*

One of the recommendations of the Carnegie Commission Report was that postsecondary education institutions consider a separate center for continuing education of women. The report states that there is often a case for a center primarily concerned with the educational problems of mature women, but that the need for such a center may be transitional and that in the future the concept of continuing educational opportunities for mature women is likely to be so thoroughly accepted that a center especially oriented toward women's problems may no longer be desirable or necessary.

The following recommendation was made in the Report of the Governor's Commission on the Status of Women:

> *That focal points or centers for continuing education for women be established at centrally located colleges and universities throughout the State of Texas. These centers should be in a*

> *place where information and counseling could be secured concerning educational and vocational needs and opportunities.*[7]

Other studies, including the recent one by Mulligan, have advocated women's programs or centers as a part of a continuing education component. Dempsey[8] concluded from her study that a woman's center is first priority if women are to be well served on a campus. Supported by a National Humanities Endowment grant, Ms. Dempsey visited many of the outstanding programs of continuing education throughout the United States. From this experience, she idealized: The woman's center should have a "welcome mat" for the adult woman, and it should be a meeting place and resource repository. The physical demands of such a center are modest: an administrative area, private cubicles for counseling, a conference table, comfortable seating, good lighting, and a coffee pot. The resources might well include a community referral index, publications on careers, the Dictionary of Occupational Titles, a college catalogue collection, and periodicals which deal with material concerning women.

Aside from the study programs which would be associated with such a center, the center as conceived by Dempsey should also provide referral to agencies specializing in various kinds of crises intervention or to agencies offering other services. Other services to individuals could include help in writing resumes, job referral, educational advising, and personal counseling.

Publications from many centers of continuing education for women reveal the wide range of offerings focused on their needs and problems. Many of the courses provide career development--entry, re-entry, improvement, or change--as related to positions which may be of special interest to women. Other study programs are concerned with content related to the improvement of family life, personal development and enrichment, and leisure-time activities. Community improvement is the objective of some course offerings.

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[7] *Report of the Governor's Commission on the Status of Women.* Austin: State of Texas, 1967.

[8] Dempsey, K. Ann. *Utopia: Women and Continuing Education.* Unpublished manuscript. 1973.

Adjustments and Services

Women face many barriers as they continue their education. Data from a study conducted with the support of the National Institutes of Health[9] confirm that women face practical obstacles when pursuing higher education. These obstacles include the availability of part-time programs, financial aid, and child care services. Mulligan adds that the administrative policies of colleges and universities are inappropriate to the needs of women wishing to return to higher education; many institutions are reluctant to accept credits from other colleges or to accept credits earned beyond a given time span. Many institutions, according to this report, are unwilling to accept credits earned through the college level examination program (CLEP).

Some women find themselves handicapped in continuing their education because of gaps in their background. Girls were once steered away from mathematics in some public schools. If mathematics is now a prerequisite for a desired course of study, the woman may face difficulty in making up the deficiency. The reality of such problems faced by women is acknowledged by the Carnegie Commission Report.

It should come as no surprise that many women today are confused and unsure of themselves. The options are increasing, and the traditional female role is changing. The need for counseling and assistance was summed up by a Title I - Higher Education Act proposal from the University of Maryland as follows:

> *Whether seen as emerging naturally, or being forced by society's need and rapid growth, the results are the same: Today's woman must re-evaluate herself in terms of her needs, her potential, and her opportunities to develop that potential in order to provide or readjust to a more effective life in today's world. The problem faces women of all ages and in all areas throughout the country....*[10]

Many adjustments and services have been suggested to post-secondary educational institutions in the interest of assisting women in overcoming the obstacles identified. The Carnegie Commission Report recommends several ways of easing the return of adults to colleges and universities after an absence, including the following:

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[9] *Special Report on Women and Graduate Study*. Washington: Office of Program Planning and Evaluation, National Institutes of Health, 1968.

[10] Engram,W. Thomas, Unpublished proposal, Title I - Higher Education Act of 1965. College Park, Maryland: University of Maryland, 1971.

> *Policies that prevent part-time study or that discriminate against admission of adults desirous of continuing their education should be liberalized to permit enrollment of qualified mature men and women whose education has been interrupted because of family responsibilities or for other reasons. High school or college records should not be ruled inapplicable as evidence of eligibility for admission simply because the records were acquired some years earlier.*[11]

Facilitating transfer of students desiring to continue their education is often of great assistance to women. The following recommendation is from the Mulligan study.

> *We urge that colleges and universities evaluate their policies concerning transfer of credit and acceptability of the results of CLEP examinations with the aim of providing greater transferability to part-time students.*[12]

In a similar vein, the Carnegie Commission Report called for postsecondary education institutions to extend the period for obtaining advanced degrees for part-time students.

The need for adjustments in favor of women who desire to continue their education was reflected in the following statement from the Report of the President's Commission on the Status of Women:

> *Many current rigidities in regard to admission, academic prerequisites, residence, and the like, as well as scheduling, will have to yield to greater flexibility. For instance, proficiency testing should be widely available as a means of obtaining credit for knowledge acquired outside regular academic courses.*[13]

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[11] The Carnegie Commission on Higher Education. *Opportunities For Women In Higher Education.* New York: McGraw-Hill Book Company, 1973.

[12] Mulligan, Katheryn L. *A Question of Opportunity: Women And Continuing Education.* Washington: The National Advisory Council on Extension and Continuing Education, 1973.

[13] President's Commission on the Status of Women. *American Women.* Washington: Superintendent of Documents, 1963.

The Carnegie Commission made a special plea for women who desire to enter graduate or professional school after some years away from higher education. Recognizing that many women who are generally qualified for advanced study are without prerequisite courses, opportunities should be provided to help such individuals make up requirements.

Another area of concern, according to Dempsey, is financial aid for the adult woman student. It has been almost impossible under federal loan and grant guidelines for the adult woman who is married or the single woman who works to receive financial aid for her education. Banks have not been eager to lend the married woman money for her education, and often the family income cannot absorb the costs of the woman's return to school. The single woman is also affected because a low salary, which motivates her to seek further education, often cannot support her and pay for her education. There are few scholarships available to the adult woman who returns to school on a full-time basis, but there are even fewer scholarships available to such women who want to attend classes on a part-time basis.

Financial assistance must be arranged for many adult women students if an institution of higher education desires to encourage their attendance. The Mulligan study urged that when institutional flexibility exists concerning choice of grant recipient, priority should be given to part-time students. A recommendation of *Permanent Partnership*, a report of a study for the Coordinating Board, is that scholarships and loan procedures recognize adult needs as well as those of young people for financial assistance.

In the Sixth Annual Report of the National Advisory Council on Extension and Continuing Education, it was recommended that adults involved in postsecondary education on a part-time basis be eligible for financial assistance according to personal need. It should be noted that the Education Amendments of 1972 have broadened the basis of support for mature students by mandating that part-time students be eligible for a number of new and extant programs.

In their concern for women, the Carnegie Commission Report urged that there be no discrimination on the basis of sex or marital status in appointing teaching or research assistants or in awarding fellowships. Furthermore, part-time student should not be barred from eligibility for fellowships. In addition, there should be no antinepotism rules determining these appointments or awards.

The need for proper counseling suggests a service to be provided by postsecondary educational institutions intent on assisting women continue their education. As pointed out by Mulligan, the kind of counseling available to girls and women when they are tentatively considering career choices influences the career and educational pattern. The importance of counseling is shown in the following statement from her study:

> *...it is clear that the past inability of counselors to respond to the needs of women has a direct bearing on the current necessity of providing continuing*

> *education programs. If a woman is offered only narrowly conceived choices about her future occupational opportunities, the importance of widening these opportunities at a later age becomes particularly important.*[14]

The Carnegie Commission recognizes counseling and guidance as central to campus centers for women. It is noted, however, that these services are sometimes conducted in cooperation with the regular counseling services for students on the campus and sometimes separate. The Report of the Governor's Commission on the Status of Women also recommended a counseling service as a part of the women's center.

The importance of providing counselors who are both sympathetic with the apprehensions of adults returning to higher education and familiar with university resources and degree requirements was also emphasized by Mulligan. This point was amplified by the Carnegie Commission Report in calling for the strengthening of career counseling programs for women. This report added that counselors should be trained to discard outmoded concepts of male and female careers and to encourage women in their abilities and aspirations.

The latter point was reiterated by Dempsey:

> *...Counselors must rid themselves of male-female role stereotypes in order to help the woman student make use of her options. But without retraining, this is not going to happen. Continuing Education of Women might offer in-service programs for college or university counselors... I feel strongly enough about this issue to recommend that a retraining program be a condition for continued employment.*[15]

Dempsey went on to indicate that continuing education centers have a responsibility to train a large number of women in counseling, testing and programming. Such training should be the concern of postsecondary institutions and state coordinating bodies.

Unless child care services are available, many women cannot take advantage of opportunities for continuing education in colleges and universities. The Governor's Commission Report recommended that day care and night care centers should be established in conjunction with the adult education program so that mothers could have adequate care for their children while they attend classes.

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[14] Mulligan, Kathryn L. *A Question of Opportunity: Women and Continuing Education*. Washington: The National Advisory Council on Extension and Continuing Education, 1973.

[15] Dempsey, K. Ann. *Utopia: Women and Continuing Education.* Unpublished manuscript. 1973.

The Carnegie Commission Report also gave great importance to this service as related to continuing education for women. Recommended were studies to identify the possible types of child care services, including those already available in the community, and to recommend a plan for making such services available. The child care center should have a management committee to include faculty members from appropriate departments, parents, and others knowledgeable about community resources.

This report went on to suggest that academic institutions not assume functions which are not central to their main purposes. It will usually be preferable to provide a separate board of directors in promoting adequate financing and adequate standards for the child-care services. On the other hand, it was implied that when child-care is a feature of child development centers which provide needed experience for college and university students or serve the purpose of research, an institution should be directly involved in management and financing.

The report advised further that the student-parents should be expected to pay for child-care services on the basis of sliding scale fees according to their incomes. Subsidies to meet the needs of low-income student-parents should be sought from extramural public and private sources and should not be sought from the academic institution's regular budget.

Dempsey offered suggestions concerning child care on the campus. Financing should be a dual responsibility of the institution and the user. Child center staff members should be granted faculty standing, for they are, indeed, teachers. The child-care center, as the woman's center, shows a concern for women and meets a desperate community need.

The need for adequate child-care service was strongly summarized in the Mulligan study: "For a woman who wants to continue child-rearing with her intellectual and educational growth, such facilities are essential."

Financing

The lack of systematic, state funding has been the biggest detriment to continuing education for women in Texas. Without such support, programs have had to be self-supporting. While the existence and growth of offerings on this basis is a tribute to the viability of continuing education programs it is also clear that services are needed by constituencies which are not able to absorb all costs. Women are foremost among them. The requirement of better financing is a recurrent theme throughout the literature.

The Report of the Governor's Commission on the Status of Women called for funds to be made available for adult and continuing education on the same basis as for elementary and secondary education. *Permanent Partnership* indicates that to insist that all continuing education activities be self-supporting is financially unsound. Acknowledging that Title I of the Higher Education Act of 1965 has been helpful to community services and continuing education, the financing should be broader than the federal source. The latter report recommends to the Legislature that funds be made available for financing credit-free programs in Texas institutions of higher learning. It is held, however, that whenever possible, the direct instructional costs of credit-free programs should be covered by participant fees.

The study reported as *American Women* concludes that financial support for continuing education should be provided by local, state and federal governments and by private groups and foundations.

The need for State support of continuing education activities is underscored by the Southern Association of Schools and Colleges. Standard IX, in addressing continuing education activities, holds that they...

> *...should not be determined solely on the principle of being 'self-supporting' but rather on the principle of fulfilling the educational responsibility of the institution to its constituents. Necessary financial resources must be available and committed to support the special activities of the institution.*

In considering financing of continuing education activities, Dempsey stated that larger, trained staffs, and more money for development of programs are required for the ever-growing clientele. She deplored reliance upon self-supporting programs: "It is absurd to think that continuing education for women can continue on this basis and fulfill the needs of women as these needs are documented in the *Opportunities for Women in Higher Education* published by the Carnegie Commission." Dempsey went on to recommend that the state allocate funds for continuing education on a percentage basis, relating the percentage of institutional enrollments in traditional education.

Dempsey offered other comments pertinent to the financial support of continuing education for women:

> *An argument for institutional support can be made in terms of student recruitment. The university is hungry and eager for new constituencies of students, but it must invest some of its resources in those constituencies to bring them to the*

> *campus. Without continuing education for women, universities stand little chance of attracting and keeping the vast number of women who need an opportunity to return to school...It has become increasingly obvious that the states will have to reallocate their own educational budgets to cope with the demands of women students.*[16]

A Study Of Opinions Of The Client Population

During December, 1973 field surveys were conducted across the state of Texas by Dr. Anthony Neidhart and his staff. The goal of the surveys was to elicit attitudes on continuing education from a randomly selected sample of women in the target communities. A sample of 600 women were contacted in six different areas of the state: Rio Grande Valley, Gulf Coast, Northeast Texas, North Texas, Central Texas, and West Central Texas. A "spin-off" feature of the surveys was the gathering of demographic information of the sample population for the purpose of allowing alternative explanations to be developed for the various attitudes derived by the surveys.

A voluminous amount of information was obtained through these surveys, and a general breakdown of the results of the data analysis follows:

I. General description of survey respondents
  A. Marital Status
    42.1% - married
    46.7% - single

  B. Age
    53.1% - 18/25-year-old age group
    11.7% - 26/35-year-old age group
    31.2% - 36/81-year-old age group

  C. Family income
    7.9% - $500/$6,000 income group
    25.8% - $6,800/$10,000 income group
    47.2% - $11,000/$20,000 income group
    19.9% - $21,000/$50,000 income group

  D. Employment
    Age
    9.2% - 18/25-year-old group
    15.9% - 26/35-year-old group
    21.6% - 36/81-year-old group

    47.7% of the respondents were unemployed (52% of these being married, 40% being single)

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[16] Dempsey, K. Ann. *Utopia: Women and Continuing Education.* Unpublished manuscript. 1973.

Age 7.5% - 18/25-year-old group 5.0% - 26/35-year-old group 7.1% - 36/81-year-old group	19.6% of the respondents were employed part-time (19% of these being married, 71.4% being single)
Age 5.0% - 18/25-year-old group 15.3% - 26/35-year-old group 1.2% - 36/81-year-old group	21.5% of the respondents were employed full-time (43.5% of these being married, 34.8% single)

E. Nature of past or present employment

Age 37.9% - 18/25-year-old group 15.2% - 26/35-year-old group 46.9% - 36/81-year-old group	23.6% of the respondents were in the "professional" group (54.2% of these being married 29.2% being single)
Age 40.0% - 18/25-year-old group 16.7% - 26/35-year-old group 43.3% - 36/81-year-old group	27.3% of the respondents were in the "skilled" group (44.8% of these being married, 37.9% single)
Age 77.2% - 18/25-year-old group 4.5% - 26/35-year-old group 18.3% - 36/81-year-old group	20.0% were in the "unskilled" group (27.3% of these being married, and 72.7% being single)

F. Primary motivation for working

Age 61.8% - 18/25-year-old group 7.2% - 26/35-year-old group 31.0% - 36/81-year-old group	50.5% of the respondents indicated that personal fulfillment was their primary motivation for working (35.2% married, 57.4% single)
Age 45.9% - 18/25-year-old group 18.9% - 26/35-year-old group 35.2% - 36/81-year-old group	33.9% of the respondents indicated that family income was their motivation for working (45.7% married, 34.3% single)
Age Data not available	14.7% of the respondents indicated that their being unemployed was their motivation for working (43.8% were married, 56.3% were single)

G. Years of Education

Marital Status
m-15.9% s- 5.6% (23.6%-7yrs. to 12 yrs. education)
m- 9.5% s-15.1% (30.9%-13 yrs. to 14 yrs. education)
m- 8.5% s-25.5% (35.5%-15 yrs. to 16 yrs. education)
m- 6.5% s- 0.9% (10.0%-17 yrs. to 22 yrs. education)

H. Present involvement with a college or university

Age
29.1% - 18/25-year-old group
21.7% - 26/35-year-old group
49.2% - 36/81-year-old group

47.7% of the respondents indicated they had no present involvement with a college or university (68.6% were married, 17.6% were single)

Age
97.2% - 18/25-year-old group
0% - 26/35-year-old group
2.8% - 36/81-year-old group

35.5% of the respondents indicated they had full-time involvement (5.3% were married, 89.5% were single)

II. Responses relevant to needs for continuing education associated with descriptive data

Question #1. I need undergraduate degree credit for entering a career (such as teaching or medical technology).

45.1% of the respondents *strongly agreed*. Of these 31.0% were married and 64.3% were single. 81.0% were in the 18/25-year-old group. The largest percentage (33.5%) was in the $11,000/$20,000 family income bracket, with the second largest percentage (28.0%) being in the $6,800/$10,000 income bracket. 45.3% of these respondents had 15 to 16 years of education, 35.7% had 13 to 14 years. 57.1% indicated that they were involved full-time with a college or university, 26.2% indicated no involvement, 39% indicated they were unemployed, 26.8% indicated they had part-time employment.

33.0% of the respondents *agreed*. Of these 30% were married and 56.7% were single. 54.8% were in the 18/25 year-old group. 42.2% were in the $11,000/$20,000 family income bracket, 37.0% in the $6,800/$10,000 bracket. 37.4% had 15 to 16 years of education, 28.1% had 13 to 14 years. 45.2% indicated that they had no involvement with a college or university, 35.5% indicated they were unemployed, 23.3% indicated that they were employed full-time.

Question #2. I need graduate degree credit for entering a career (such as law or medicine)

38.3% of the respondents *strongly agreed*. Of these 22.2% were married and 72.2% were single. 75% were in the 18/25 year-old group, 43.9% were in the $11,000/$20,000 family income bracket, 43.5% in the $21,000/$50,000 bracket. 50% had 15-16 years of education. 55.6% indicated they were involved with a college or university on a full-time basis. 32.4% indicated that they were employed part-time. 29.4% indicated that they were unemployed.

20.7% of the respondents *agreed*. Of these 47.4% were married and 42.1% were single. 47.4% were in the 18/25 year-old group, 41.4% were in the 36/81 year-old group. 70% were in the $6,800/$10,000 bracket. 30% were in the $11,000/$20,000 bracket. 35% indicated that they had 15 to 16 years of education, 30% stated that they had 7 to 12 years of education. 52.6% stated they they had no involvement with a college or university, 31.6% noted that they had a full-time involvement. 52.6% indicated that they were unemployed.

27.2% of the respondents *disagreed*. Of these 50.1% were single and 37.5% were married. 58.4% were in the 18/25 year-old group, 33.2% in the 36/81 year-old age group. 61.6% were in the $11,000/$20,000 family income bracket. 37.5% had 15 to 16 years of education. 56.0% indicated that they had no involvement with a college or university. 60% stated that they were unemployed.

Question #3. I need non-credit study for entering a career (such as real estate or small appliance repair).

39.3% of the respondents *disagreed*. Of these 57.1% were single, 34.3% were married. 68.8% were in the 18/25 year old group. 29.5% were in the $11,000/$20,000 family income bracket, 29.2% in the $21,000/$50,000 bracket. 37.2% had 15 to 16 years of education, 28.5% had 13 to 14 years of education. 56% indicated that they had no involvement with a college or university. 32% noted that they were involved on a full-time basis. 51.4% indicated that they were unemployed, 25.7% noted that they were employed part-time.

29.2% of the respondents *agreed*. Of these 44% were married, 40% were single. 51.8% were in the 18/25 year old group, 29.7% in the 36/81 year old age group. 53.9% were in the $11,000/$20,000 family income bracket and 38.5% in the $6,800/$10,000 bracket. 51.8% had 15 to 16 years of education. 53.8% indicated that they had no involvement with a college or university. 46.2% noted that they were unemployed, 38.5% that they were employed full-time.

16.9% of the respondents were *undecided*. Of these 70.6% were single, 29.4% were married. 80% were in the 18/25 year old group. 66.6% were in the $11,000/$20,000 family income bracket. 22.3% in the $21,000/$50,000 bracket. 43.7% had 13 to 14 years of education. 58.8% indicated that they were involved with a college or university on a full-time basis, 29.4% indicated no involvement. 26.7% stated that they were unemployed, 26.7% stated that they were employed part-time.

Question #4. I need undergraduate credit for career advancement or greater job effectiveness (such as courses which might lead to promotion or which might help solve job-related problems).

44.0% of the respondents *agreed*. Of these 64.3% were single, 26.2% were married, 73.2% were in the 18/25 year old age group. 40.0% were in the $11,000/$20,000 family income bracket, 28.0% in the $21,000/$50,000 bracket. 40.0% had 15 to 16 years of education, 33.3% had 13 to 14 years of education. 45.2% indicated that they had involvement with a college or university on a full-time basis. 40.5% stated that they had no involvement. 47.5% indicated that they were unemployed.

25.3% of the respondents *strongly agreed*. 54.5% were single, 36.4% were married. 64.9% were in the 18/25 year old age group. 42.9% were in the $6,800/$10,000 family income bracket, 42.9% were in the $11,000/$20,000 bracket. 43.4% had 13 to 14 years of education, 43.4% had 15 to 16 years of education. 40.9% indicated that they were involved with a college or university on a full-time basis. 30.4% indicated that they were employed part-time, 26.1% that they were unemployed.

22.0% of the respondents *disagreed*. 60% were married, 35% were single, 40% were in the 18/25 year old age group. 54.6% were in the $11,000/$20,000 family income bracket, 36.3% were in the $21,000/$50,000 bracket. 35.0% had 15 to 16 years of education, 30% had 17 to 22 years of education. 66.7% indicated that they had no involvement with a college or university. 55% stated that they were unemployed.

Question #5. I need graduate degree credit for career advancement or greater job effectiveness (such as courses which might lead to promotion or which might solve job related problems).

34.1% of the respondents *agreed*. 25% of these were married, 68.8% were single. 75.8% were in the 18/25 year old group. 41.7% were in the $11,000/$20,000 family income bracket, 38.2% in the $21,000/$50,000 bracket. 47.5% had 15 to 16 years of education, 49% indicated that they were involved with a college or university on a full-time basis. 43% indicated that they were unemployed.

26.9% of the respondents *strongly agreed*. Of these 38.3% were married, 41.5% were single. 59.1% were in the $6,800/$10,000 family income bracket, 30% in the $11,000/$20,000 bracket. 40% had 15 to 16 years of education, 23% had 7-12 years of education. 50% indicated that they were unemployed.

21.5% of the respondents *disagreed*. Of these 43.8% were single, and 40% were married. 56% were in the 18/25 year old group. 53.2% were in the $11,000/$20,000 family income bracket. 41% had 15 to 16 years of education. 60% indicated that they had no involvement with a college or university. 49.5% stated they were employed full-time.

Question #6. I need non-credit study for career advancement or greater job effectiveness (such as study of supervisory techniques or new methods in a field).

42.6% of the respondents *disagreed*. Of these 52.9% were single, 27.4% were married. 65.2% were in the 18/25 year old age group. 31% were in the $11,000/$20,000 family income bracket, 23% were in the $21,000/$50,000 bracket. 40% had 15 to 16 years of education. 48.9% indicated that they had no involvement with a college or university, 34.3% noted that they were involved on a full-time basis. 47.4% stated that they were unemployed, 29% stated that they were employed part-time.

24.8% of the respondents *agreed*. Of these 52.6% were married, 38.2% were single. 47.5% were in the 18/25 year old age group. 34.7% were in the 36/81 year old group. 57% were in the $11,000/$20,000 family income bracket. 55.2% indicated they had no involvement with a college or university. 47.8% indicated that they were unemployed. 32.6% stated that they were employed full-time.

18.3% of the respondents were *undecided*. Of these 72.5% were single, 25% were married. 82.7% were in the 18/25 year old age group. 69.1% were in the $11,000/$20,000 family income bracket, 24.6% in the $21,000/$50,000 bracket. 49.4% had 13 to 14 years of education. 61% indicated they they were involved with a college or university on a full-time basis. 32.3% indicated no involvement. 30.5% stated that they were unemployed, 29.3% stated they were employed part-time.

Question #7. I need undergraduate degree credit for personal development (such as courses selected for self-improvement or based on interests).

47.3% of the respondents *agreed*. Of these 66.9% were single, 24.8% were married. 75.1% were in the 18/25 year old age group. 42.5% were in the $11,000/$20,000 family income bracket. 41.7% had 15 to 16 years of education, 35% had 13 to 14 years of education. 44.7% indicated that they had involvement with a college or university on a full-time basis, 41% stated that they had no involvement. 49.3% stated that they were unemployed.

39.3% of the respondents *strongly agreed*. 60.0% were single, 31% were married. 70.7% were in the 18/25 year old age group. 44.1% were in the $6,800/$10,000 family income bracket, 46% were in the $11,000/$20,000 bracket. 45.8% had 13 to 14 years of education. 42.6% indicated that they were involved with a college or university on a full-time basis. 20% stated that they were employed on a part-time basis, 28.4% stated they were unemployed.

Question #8. I need graduate degree credit for personal development (such as courses selected for self-improvement or based on interests).

36.9% of the respondents *disagreed.* Of these 52.2% were single and 40% were married. 53.5% were in the 18/25 year old age group, 38.3% in the 36/81 year old group. 59.4% were in the $11,000/$20,000 family income bracket. 38.6% had 15 to 16 years of education. 58.2% stated that they had no involvement with a college or university. 55.7% stated they were unemployed.

22.5% of the respondents *agreed.* Of these 51% were married and 46.3% were single. 50.3% were in the 18/25 year old age group. 39.2% were in the 36/81 year old group. 62.7% were in the $6,800/$10,000 family income bracket. 27% in the $11,000/$20,000 bracket. 31% indicated that they had 15 to 16 years of education. 54.7% stated that they had no involvement with a college or university. 32% had full-time involvement. 57.4% stated that they were unemployed.

Question #9. I need non-credit study for personal development (such as floral arranging or beginning bridge lessons).

47.4% of the respondents *disagreed.* Of these 59.2% were single, 35% were married. 63.9% were in the 18/25 year old age group. 33.4% were in the $11,000/$20,000 family income bracket. 30.7% in the $21,000/$50,000 bracket. 39.5% had 15 to 16 years of education, 30% had 13 to 14 years of education. 51.3% indicated that they had no involvement with a college or university. 34.7% stated that they were involved on a full-time basis. 47.5% stated that they were unemployed. 27.2% stated that they were employed part-time.

23.7% of the respondents *agreed.* Of these 49.3% were married, 37.2% were single. 54.5% were in the 18/25 year old age group, 25.2% in the 36/81 year old group. 55% were in the $11,000/$20,000 family income group, 34.2% in the $6,800/$10,000 bracket. 57.3% had 15 to 16 years of education. 55.8% indicated that they had no involvement with a college or university. 49.5% stated that they were unemployed. 27.3% stated that they were employed part-time.

Question #10. I need non-credit education to assist with family concerns (such as study of nutrition or income tax preparation).

43.5% of the respondents *disagreed.* Of these 51.8% were single, 40.5% were married. 60.7% were in the 18/25 year old age group. 40.2% were in the $11,000/$20,000 family income bracket, 29.6% were in the $21,000/$50,000 bracket. 41.6% had 15 to 16 years of education, 27.5% had 13 to 14 years of education. 54.2% indicated that they had no involvement with a college or university, 30.5% stated that they were involved on a full-time basis. 47.2% stated that they were unemployed, 24% stated that they were employed part-time.

22.7% of the respondents *strongly disagreed*. Of these 30.6% were single, 40% were married. 32.8% were in the 18/25 year old age group, 31% were in the 36/81 year old group. 37.2% were in the $11,000/$20,000 family income bracket, 31.6% were in the $21,000/$50,000 bracket. 47% had 15 to 16 years of education, 30.5% had 13 to 14 years of education. 63.9% stated that they had no involvement with a college or university, 24.2% stated that they were involved on a full-time basis. 37.3% stated that they were unemployed, 25.1% indicated that they were employed part-time.

Question #11. I need non-credit education to assist me in becoming a better citizen (such as study of social issues or training for becoming a hospital volunteer).

40.3% of the respondents *disagreed*. Of these 54.8% were single, 40% were married. 65% were in the 18/25 year old age group. 32.4% were in the $11,000/$20,000 family income bracket, 30.7% in the $21,000/$50,000 bracket. 41.7% had 15 to 16 years of education, 26.9% had 13 to 14 years of education. 53.1% indicated that they had no involvement with a college or university, 27.4% stated that they had a full-time involvement. 47.2% indicated that they were unemployed, 30% stated that they were employed part-time.

21.7% of the respondents *agreed*. Of these 42.8% were married, 38.4% were single. 50.6% were in the 18/25 year old age group, 33.6% in the 36/81 year old group. 49.3% were in the $11,000/$20,000 family income bracket, 40% in the $6,800/$10,000 bracket. 48.5% had 15 to 16 years of education. 56% indicated that they had no involvement with a college or university. 51.3% stated that they were employed, 34% stated that they were employed full-time.

III. Responses relevant to deterrents to continuing education, associated with descriptive date.

Question #1. College and university courses are scheduled at times inconvenient to me.

69.2% of the respondents *strongly disagreed*. 71.2% of these were single, 24% were married. 75.3% were in the 18/25 year old age group. 67% were in the $11,000/$20,000 family income bracket. 51.2% of these respondents had 13 to 14 years of education, 30% had 15 to 16 years of education. 70.9% indicated that they were involved full-time with a college or university. 40.7% stated that they were unemployed.

22.1% of the respondents *agreed*. 56.9% were married, 30.6% were single. 76.9% of these were in the 36/81 year old age group. 40.3% were in the $11,000/$20,000 family income bracket. 42.9% had 13 to 14 years of education. 30.7% stated that they were unemployed, 89.2% stated that they had no involvement with a college or university.

Question #2. Colleges and universities accept most credit earned sometime ago from another institution.

38.5% of the respondents *agreed*. (further data breakdown not relevant).

Question #3. Not having good child care available on the campus discourages study at a college or university.

40.2% of the respondents *agreed*. Of these 42.9% were married, 54.3% were single. 56.6% were in the 18/25 year old age group. 33% were unemployed, 33% were employed full-time.

28.7% of the respondents were *undecided*. 24% of these were married, 68% were single. (further data-breakdown not relevant).

Question #4. My spouse would like to see me engage in study at a college or university (if not married, do not check this item).

35.0%	*agreed*
20.0%	*strongly agreed*
20.0%	*disagreed*
20.0%	*were undecided*

Question #5. Fearfulness and a lack of self-confidence keeps me from studying at a college or university.

35.5%	*strongly disagreed*
50.5%	*disagreed*

Question #6. The lack of financial assistance keeps me from studying at a college or university.

20.5%	*strongly disagreed*
51.1%	*disagreed*

15.9% *agreed*. Of these 35.9% were married, 57.1% were single. 80% were in the 18/25 year old age group. 44% were in the $6,800/$10,000 family income bracket.

Question #7. If I knew that a nearby college or university offered study that might meet my needs, I could probably arrange to attend -- but I do not have the information.

35.7% *disagreed*. 43.3% of these were married, 43.4% were single. 60.0% had no involvement with a college.

31.0% *agreed*. 26.9% were married, 69.2% were single. 44.4% had no involvement with a college.

Question #8. College or university personnel seem to make every effort to welcome and to accommodate mature students.

50.5% *agreed*. 43.5% of these had a full-time involvement with a college or university. 74.5% of these were in the 18/25 year old age group.

Question #9. Not knowing what I want to do or to study keeps me away from a college or university.

47.3% *disagreed*
27.5% *strongly disagreed*

IV. Responses relevant to educational offerings preferred, associated with descriptive data.

Question #1. Regular credit courses scheduled during the daytime.

38.6% *agreed*
34.9% *strongly agreed*
15.7% *disagreed*

Typically single, 18/25 year olds, these women tended to be employed either part-time or not at all, and presently involved on a full-time basis with a college or university.

Question #2. Regular credit courses scheduled during evening hours.

34.5% *agreed*. (55.2% were single, 31% were married). 36.7% were employed full-time, 20% employed part-time.

33.3% *disagreed*. (67.9% were single, 32.1% were married). 60% were unemployed, 14.3% were employed part-time.

Question #3. Regular credit courses scheduled during weekends.

43.9% *disagreed*
37.8% *strongly disagreed*

Question #4. Concentrated credit courses scheduled for most of the day for several days.

30.9% *disagreed*. 34.6% were married, 61.5% were single. 40.0% were unemployed, 16.08% were employed part-time.

28.4% *agreed*. 31.8% were married, 59.1% were single. 56.5% were unemployed, 17.4% were employed part-time.

Question #5. Non-credit short-term studies scheduled during the daytime.

41.5% *disagreed*. 60.7% were involved with a college or university
20.7% *agreed*. 62% were not involved with a college or university

Question #6. Non-credit short-term studies scheduled during evening hours.

33.7% *disagreed*. 60.7% of these were unemployed, 10.7% were employed part-time.

27.7% *agreed*. 39.1% were unemployed, 34.8% were employed full-time.

Question #7. Non-credit short-term studies schedules during weekends.

45.7% *disagreed*
28.4% *strongly disagreed*

Question #8. Correspondence or other self-instructional courses which can be studied at home.

32.9% *disagreed*. 57.1% of these were unemployed.
29.4% *agreed*. 36% of these were unemployed. 69.6% were single.

Question #9. Courses presented by means of home television.

37.5% *agreed*. 45.5% were unemployed. 50% were married, 40% single. 57% were in the 18/25 year old age group.

25.0% *disagreed*. 50% were unemployed. 71.4% were single. 72% were in the 18/25 year old age group.

Question #10. Travel tours conducted for educational purposes.

47.7% *agreed*
17.6% *strongly agreed*

V. Responses relevant to services needed in support of continuing education associated with descriptive data.

Question #1. Having available a good child care arrangement would be a determining factor when I consider enrolling in a college or university.

35.9% *disagreed*. 60.7% were single, 28.6% married.
23.1% *undecided*. 77.08% were single, 16.7% married.
6.7% *strongly disagreed*. 53.8% were single, 38.5% married.

These are possibly spurious data, since there is no indicator for those married women who are childless and since single women responded also to this question.

Question #2. The college or universities should offer academic refresher workshops to improve the study skills of mature students who plan to do more study.

58.1% *agreed*
26.9% *strongly agreed*

Question #3. Guidance and counseling services are not important for mature persons who come to the college or university after many years away.

43.6% *disagreed*
37.2% *strongly disagreed*.

Question #4. If the college or university placement services could tell me what jobs are available, I could likely begin study leading to a position.

40.2% *agreed*. 57.1% were single, 44.1% married.
24.1% *disagreed*. 42.9% were married, 57.1% were unemployed.

Question #5. The college or university should make available examination which might give me credit for learning experiences I have had off campus.

54.3% *agreed*
27.2% *strongly agreed*

A factor analysis of the data provides for an identification of four factors which are critical in the shaping of women's attitudes towards continuing education. These are:

1. Career entrance
2. Avocational interests
3. Career advancement and personal improvement
4. Traditional societal roles, vis-a'-vis sex

A very simplistic overview may be drawn from the survey data analysis in that the four critical factors appear to be pivotal in the development of interest among women towards continuing education. It appears that whichever factor is foremost in the minds of the sample population of women, undergraduate credit work is the preferred mechanism for goal achievement. Graduate work is merely acceptable, and non-credit work appears to spark little interest among women. Financial considerations appear to play the most important role in the determination of whether a woman will continue her education.

A Study of the Judgments of Expert Individuals and Groups

There are findings to be reported from a third source of data. Many individuals considered knowledgeable by the investigator responded to specific inquiries. Directors of exemplary programs in continuing education have replied to questions presented in an open-ended questionnaire. On-site visits have been made and interviews have been conducted. A questionnaire was directed to the head of every continuing education program on the campus of postsecondary education institutions in Texas. Insights have been received from sessions of the Adult Education Association national convention, where there were sections devoted to continuing education for women. Work sessions of the annual conference of the Texas Association of Community Service and Continuing Education were also useful in gathering judgments from persons with valuable experience and ideas about continuing education for mature adults. Information was received through interviews with official representatives and from a position paper of the Texas Women's Political Caucus.

What follows is a summary of essential ideas gained from these various sources, organized with regard to questions central to the present study.

1. What organizational arrangement is needed to ensure that the needs of women have the best chance of being met through continuing education offerings?

Directors of continuing education programs in Texas offered many ideas to characterize what they considered to be useful organizational arrangements for continuing education, with special attention to the needs of women. It was observed that continuing education leadership requires autonomy -- or a par with other leaders in an institution with responsibility for instruction. If other deans or directors report to an Academic Vice President, then the dean or director of continuing education should report to the Academic Vice President. To be avoided is the situation in which the head of continuing education on a campus reports to a dean or director of an academic division or college. Parity is believed a requirement for integrity of continuing education offerings.

On the other hand, it was indicated by some that all divisions of an institution should be fully mobilized for continuing education. In every academic department, for example, there should be one person to serve a liaison function with the head of continuing education. From such a relationship can come better coordination and planning of both traditional and non-traditional offerings.

It has been reported on many campuses that even where there is an organized continuing education program, an equal or greater effort is made for non-traditional educational opportunities than is made for the organized program.

This seems to be true because the academic departments have already recognized the great need for services to be delivered through non-traditional means.

One recurrent suggestion was that advisory committees for the continuing education of women are needed at all levels. These committees could be for all phases of continuing education with women members; or committees largely composed of women which give exclusive consideration to needs of women in continuing education.

The strongest recommendation of the respondents was that a specific person should be charged with developing an identified program for continuing education for women within the continuing education division of a post-secondary educational institution. An identified program is needed because too often programs for women may be overlooked inasmuch as they are not always those that produce great income.

2. What regulatory and/or management functions affecting continuing education in public colleges and universities should be served by the Coordinating Board of the Texas College and University System?

The Coordinating Board does not at present regulate or finance a state program for continuing education. It influences continuing education in Texas through excellent staff leadership directed to community services and continuing education. Title I, HEA of 1965, has been utilized in exemplary projects to have a favorable impact on continuing education in the state.

The respondents indicated a leadership role for the Coordinating Board and its professional staff in seeking state funding for certain categories of credit-free offerings of postsecondary educational institutions. On the assumption that such state support will be forthcoming, it was believed appropriate that the Coordinating Board should develop guidelines for continuing education activities to carry CEU's. It might also stimulate creation of formal plans for offering continuing education services on campuses that do not currently have them.

In particular, it was stated that institutions should be confined to continuing education offerings within the role and scope of the postsecondary educational institution, e.g., it is doubtful that a two-year community college should presume to have its faculty offer graduate level type courses, even for CEU's.

If and when state funding is available, the Coordinating Board should be responsible for setting the eligibility requirements and developing guidelines for institutional planning and operation of continuing education programs.

A number of the respondents indicated the importance of the Coordinating Board's acting to prevent unnecessary replication of continuing education offerings. There were specific suggestions that the state be divided into regions served by several institutions: community colleges, senior colleges and universities, major universities (some with statewide statutory responsibilities for continuing education activities), and private institutions. The Coordinating Board should have the authority to establish regional authority for continuing education offerings. Regional councils might well be instituted, with voting membership limited to public postsecondary educational institutions. These institutions should have the authority to allow or disallow continuing education activities proposed by a member. A procedure for appeal to the Coordinating Board should protect the rights of each member institution. Associate memberships (nonvoting) should be extended to those major institutions with statutory responsibilities for providing continuing education-type activities throughout the state and to private institutions. The associate membership could serve to keep these institutions abreast of offerings planned by the member institutions -- such information should prevent unnecessary and unknowing duplication of programs.

There were respondents who did not believe that the Coordinating Board should have any regulatory and/or management functions affecting continuing education.

Others thought that the function of the Coordinating Board should be advisory and informational in nature. A clearing house for ideas on continuing education was suggested. Information concerning careers and job placement should be gathered and disseminated to the institutions. Central record keeping, with regard to CEU's being accumulated for individual students, should be a Coordinating Board function according to some. Others suggested that the Coordinating Board should gather and analyze data of many kinds pertinent to continuing education. It should support and perform research related to all aspects of continuing education and community service. These functions will become very important to research and development activities, as equity is sought in financing of continuing education opportunities for the citizens of Texas.

One respondent did not think that a senior college should be allowed to offer a continuing education activity in a community college district without the approval of that community college.

It was pointed out that the Coordinating Board does not have at present any members who are women. It was urged that qualified women be appointed to the Board as vacancies occur in order that it might be more sensitive to the special needs of women in all areas of higher education.

3. How should continuing education offerings for women be financed? Who should share the costs?

The respondents tended to agree that continuing education offerings which carry CEU"s should be given state support through formula or contact hours funding. However, it was the general view that participants should pay some, if not all, of the direct costs of instruction. When learning outcomes are clearly enhancing to a person's earning capacity on the same job, all of the direct costs should be paid by the student.

While the "discipline of the market" has been employed to determine that continuing education offerings are useful, all programs should not have to be self-supporting. Or if self-support remains the criterion for continuing education offerings, a federal-state financial aids package should be developed to enable persons of low family income to raise themselves economically through educational opportunities.

The Texas Women's Political Caucus urged that postsecondary educational institutions: "...be provided a revised method for the appropriation of State monies for teaching, so that they can implement otherwise workable programs of education for women. The present formula precludes the significant implementation of continuing education."

Until such time that a formula or contact hour basis for funding has been developed, it was suggested by many that the legislature make funds available for immediate funding of continuing education opportunities in Texas. Monies should be expended for the following items:

1. A grant for each postsecondary educational institution which presently has no continuing education program but which presents such a plan for Coordinating Board approval. It has been suggested also that the Coordinating Board entertain proposals for developing new continuing education programs on campuses with continuing education activities. Such proposals would be competitive for funds earmarked for this purpose.
2. Each postsecondary institution should receive a grant to provide one full-time person in continuing education, who would include among his responsibilities filing information reports to the Coordinating Board. This grant should be in addition to the grant utilized for initiating a continuing education program on campus.
3. Each postsecondary institution beginning or continuing a continuing education program should receive a grant designated for services in support of continuing education offerings. For example, such funds might be used to initiate a child care center, to expand counseling for older students, etc.
4. The need for foundation grants and grants by the federal government was frequently mentioned; also cited was a need for scholarship and loan funds for part-time students both for degrees and for CEU's. Also, state support for continuing education should be in addition to the Vocational Technical funds now provided by TEA to community colleges.
5. The federal and state governments should release an employee's time and pay his tuition for continuing education offerings which can make him more effective in conducting work in the public interest.

4. What services are needed in support of continuing education for women? How should such services be paid for?

The majority of those questioned seemed to believe that the institution should provide special services for continuing education students. It was assumed that continuing education students, including women, should have access to the same facilities as full-time and credit students. Two basic approaches to offering these services were given. The first was to use existing services in the institution, such as already established counseling and placement services. The existing services could be expanded for women in continuing education. The second was to make these services an integral part of a department of continuing education for women, with department members providing all necessary services.

In either case, services would be part of the institution. Financing would thus be included in basic support of the department furnishing the services, whether part of the continuing education department or part of another department.

In cases where the institution could not furnish all funds needed for services through regular department allocations, special state and/or federal funding was advocated. One respondent suggested that foundation money be sought in support of special services.

The Texas Women's Political Caucus has taken the position that continuing education opportunities for women can be maximized if supportive services are available. This organization has recommended that educational institutions:

1. offer a program of counseling for women, staffed by persons specially trained in the problems of women in our society today, such as program to acknowledge in its development the differences in motivations and needs of women who are in school in the traditional time sequence and those who are returning to school;
2. make a job placement effort centered around the woman graduate in professional fields now employing men in the majority;
3. provide day care for children; and
4. make a commitment to meet the special needs of women with families by
   a) offering class schedules that allow such women to pursue full degrees in non-traditional areas of study; and
   b) establishing means of earning credit for material learned and experience acquired in settings more flexible than that of the traditional classroom.

Child care was considered to be a special problem. It was suggested that on campus child care facilities be utilized as a training laboratory for students who are in child-study courses.

A different point of view was expressed by those who thought that individual fees should be charged for child care services, costs being either completely borne by the student or partially supplemented with governmental funds. The Texas Women's Political Caucus recommended that day care should be available on a sliding scale cost to students, faculty, and staff parents.

Suggestions for private aid included joint cooperation with the community, such as use of United Fund money, or working with service/volunteer groups. Local employment and child care agencies could be enlisted to cooperate, perhaps reimbursed with school funds. Local businesses could be persuaded to donate placement aid.

Some respondents remarked that no special privileges should be extended to women, suggesting that institutions not furnish services except as they exist for the entire school or continuing education department.

One point was made that state support could be furnished for special services if needed, but that services themselves were secondary in importance to creating basic support for the courses themselves.

5. How can the quality of continuing education offerings be assured?

In the past, self-supporting continuing education offerings could survive only if they passed the test of the marketplace. It is clear, however, that as continuing education gains State support for broadening its contribution to community well-being, new quality controls will be needed.

Many of the respondents stated that state guidelines and standards should be established. They believed that the Coordinating Board could do this while perhaps relying in part on regional accreditation. Meeting the Southern Association of Colleges and Schools Standard on CEU's was considered by some as sufficient assurance of quality. The continuing education programs must be planned carefully in the beginning so that they are educationally sound. According to some, the Coordinating Board should require that each postsecondary educational institution, which desires to qualify for recogntion and financial assistance from State appropriations, submit a plan for continuing education and community services. Standards and guidelines should be issued by the Community Services and Continuing Education Director, as approved by appropriate advisory committees, to assist institutions in planning quality programs. The plan should demonstrate institutional commitment to continuing education -- with specific regard to allocation of resources, care in the selection of continuing education faculty, use of advisory committees, and use of evaluative procedures. The plan should also show that continuing education offerings are within the nature and scope of the institution.

Another suggestion was that in the case of continuing education for women, a statewide women's advisory council be created to set up appropriate guidelines and standards. Such a panel was actually utilized as a part of this study.

Fourteen women from across the state reviewed data and findings, added ideas to the study, rendered judgments as to validity and applicability of postulates derived from data collected. In the end they made recommendations for every phase of the development and administration of continuing education.

So far as the institution is concerned, there must be a total commitment of financial and faculty resources to maintain quality. The continuing education curriculum must be given priority equal to other departments in the institution. Perhaps the institution might even hire professional curricula developers to plan the courses in continuing education. Another suggestion was to lessen the bureaucratic operations so that ideas can travel from leadership to participant levels and back as quickly as possible. It is the institutions responsibility to maintain its continuing education program in the same manner it handles all other educational activities. The department leadership must also be conscientious, with an administrative head who is totally dedicated and free to work exclusively with his or her responsibility.

Assurance of sufficient government funds was listed as one necessity for maintaining quality.

Teachers of continuing education must be of equal quality to those in the rest of the institution. They must have academic background and work experience suited to instruction of the courses.

A great number of respondents believed strongly in the use of review and evaluation to maintain quality. Many suggestions were given as to who should have power of review. Some believed in review by a statewide committee or agency such as the Coordinating Board or the TEA. This would most likely involve an actual accreditation process. Others believed evaluation should come from within the continuing education faculty by the use of evaluation forms, creation of advisory committees, and use of faculty visitations. Several ideas supported creation of a review committee made up of faculty from all colleges with continuing education programs, or an exchange of faculty between schools that have continuing education programs. Other suggestions included a review team made up of faculty and students from the department, and a research and development team for the purpose of evaluating and making recommendations on continuing education programs.

Individual course evaluation is an important aspect of quality assurance. The courses have to be interesting, and must meet real needs, for enrollment to continue. Automatic evaluation will be accomplished by checking attendance and enrollment. Courses without merit will fold, others will repeat and become permanent offerings. This is an evaluation which will enable quality to be assured in curriculum offerings, at least. Participant evaluation was one suggestion. The students would evaluate each course themselves. One respondent stated that when students pay for courses, they demand quality, thus providing quality control.

6. What other considerations should affect continuing education programs in Texas?

It was stated that a statewide plan for continuing education is needed to end fragmented programs and to serve better the known needs for services. This would mean analyzing the role of continuing education in the future of Texas education in order that regular funding, regulatory and accrediting procedures might be established. There was a suggestion for a statewide resource center and several recommendations for statewide meetings on continuing education for the receiving and sharing of new information.

Several respondents stated that private institutions also need to be included, in funding as well as planning. Promise of definite financing to all schools was requested in that non-credit offerings are not usually self-supporting.

A new formula for funding continuing education classes is needed so that classes will not become overcrowded and lengthy.

The statewide program must allow for flexibility in individual schools to meet local needs; this includes adaptability in size, so that smaller schools may participate in continuing education programs. Other suggestions for implementation within the schools included local surveys to determine individual needs.

Summary and Conclusions

It is clear from the findings of this study that the topic of continuing education for women is a major concern of contemporary society, today's woman, and today's educators. The past two decades have seen an increase in the median age of students, percentage of part-time students, and percentage of women attending higher education institutions. Society's traditionally limited view of the woman's role is rapidly changing. Accordingly, the educational system must progress to ensure that women have full opportunities for realizing their potentials.

The results of the 1973 field survey conducted by Dr. Anthony Neidhart and his staff identify five basic factors which lead women in Texas to seek higher education: (1) career entrance; (2) avocational interests; (3) career advancement; (4) personal improvement; and (5) change in traditional societal roles. According to the findings, 78% expressed a need for undergraduate degree credit for the purpose of entering a career. Fifty-nine percent expressed a need for graduate degree credit for the purpose of entering a career. The goal of career advancement was reflected by 65% in favor of undergraduate credit and 61% for graduate degree credit. There were 86% of the women surveyed who desired undergraduate degree credit for personal improvement or avocational interests.

There are barriers which discourage women in their pursuit of higher education. Two primary obstacles that are interrelated are the limited availability of part-time programs and the dearth of financial aid for part-time students. The extreme difficulty that married women and single working women face in securing a loan has been a deterrent to their goals of higher education. The survey conducted for this study revealed the financial element to be of importance to 28% of women interviewed. Recommendations from the Carnegie Commission Report encouraged part-time enrollment, with priority for financial assistance to the part-time student in the form of grants, teaching or research assistantships, fellowships, scholarships, and loans. These suggestions were also supported by several other study groups including the Mulligan Study, the Sixth Annual Report of the National Advisory Council on Extension and Continuing Education, and the study for the Coordinating Board, *Permanent Partnership*.

Another primary obstacle in continuing higher education for women is the problem of child care. According to the field study, 40% of the women agreed that this was a major concern. The suggestion offered by the directors of continuing education programs in Texas was to utilize funds requested from the Legislature in establishing a child care center, possibly manned by students from child-study courses.

The choice of times for instruction presents still another difficulty for women. While the majority from the field study preferred the regular schedule of offering classes during the daytime, a significant number (34%) desired evening courses. Twenty-eight per cent also requested concentrated courses. Other models of instruction, i.e., correspondence, courses presented via educational television, and tours, received support by 29%, 37% and 65% respectively.

Many institutions are reluctant to accept transferred credits, credits earned through the CLEP (College Level Examination Program), and credits earned years earlier. An administrative adjustment is deemed necessary by the Carnegie Commission Report, the Mulligan Study, and the Report of the President's Commission on the Status of Women, if women are to be encouraged to continue their education. Eighty-two per cent of those women surveyed agreed that credit for learning experiences obtained in life should be available.

A women's center as part of the continuing education component was repeatedly recommended by various study groups. According to the Report of the Governor's Commission on the Status of Women, these centers are a requisite for securing educational and vocational information. Dempsey pointed out another aspect of the centers, that of providing referrals to other agencies contributing additional services. As recognized by the Carnegie Commission and supported by 81% of the women in the survey, an integral part of the women's centers would be to provide the services of guidance and counseling. The Mulligan study and the Report of the

Governor's Commission on the Status of Women also stressed the need for this service. Forty per cent of the Texas women confirmed the value of the placement services in guiding them to a particular career choice and curriculum. The directors of continuing education programs in Texas indicated a cognizance of this need for guidance and counseling for women within the individual institutions.

Concerning the organization, administration, and financing of a program in continuing education for women, the views of directors of extant continuing education programs in Texas were solicited. They believed that the administrative unit should have autonomy analogous to other administrative and academic divisions of the institution. This is necessary to establish and maintain integrity for the continuing education program. Better coordination and planning were predicted if one person from every academic department maintained a liaison with the continuing education head.

A repeated suggestion was that advisory committees for the continuing education of women be established at all levels, with a majority of women constituting the committees. In this way, the special needs of women would not be overlooked. Most important was that one person should be responsible for development of a particular program for women within the framework of the continuing education division of a college or university.

The role of the Coordinating Board, according to the directors, should be multifold. The Board should seek state funding for certain categories of credit-free offerings of post-secondary institutions. It should develop guidelines for institutional planning and operation of continuing education programs and determine eligibility requirements. Another function of the Coordinating Board should be to minimize needless duplication of services. It was suggested that the Board establish regional councils with voting and non-voting memberships composed of post-secondary institutions in a geographic area. These councils would have authority over their own members as to program offerings. The institutions would be individually protected by the right of appeal to the Coordinating Board. Another duty of the Coordinating Board, expressed by many directors, should be to provide advice and information. Central record keeping of accumulated CEU's, the gathering and dissemination of pertinent data, and the initiation and maintenance of related research are also functions which should be served by the Board. In order that the Coordinating Board might be more sensitive to women's needs, it was suggested that more women be appointed to it as vacancies occur.

In the area of financing, the directors concurred that those institutions carrying CEU's should be given state support through formula or contact hours funding. However, the direct costs of instruction should be borne by he students themselves; federal-state aid should be available for those unable to pay these costs. Until a specific formula for funding is developed, an interim program should be financed by the Legislature to make these educational opportunities available now. The amount of ten million dollars, the figure often mentioned for this purpose, would be used in the following ways: (1) to develop continuing education programs at institutions now desiring to initiate such a program and to develop new continuing education services on campuses with some previous continuing education activity; (2) to provide for the full-time employment of one administrator at each participating institution; (3) to provide supportive services for continuing education programs, such as child care centers and student conseling; (4) to provide funds for scholarships, research grants, and loans; and (5) to pay tuition and allow time off for state and federal government employees to achieve greater job effectiveness through continuing education offerings.

The services needed and desired by women to enable a return to higher education, such as child care, counseling, and placement, should be provided by the institutions themselves according to the majority of those directors questioned. Two basic approaches for offering these services were suggested by the directors: The first was to utilize by referral the existing counseling and placement services in the institution. Incorporating these services into the women's centers with continuing education department members providing the counseling was suggested as the second approach. The possibility of private aid through the community social service organizations was also mentioned.

To ensure the quality of state-supported higher education, new guidelines and standards are believed to be required. The directors stated that the Coordinating Board could best serve this purpose by effecting some form of accreditation. Those institutions desirous of financial support for continuing education offerings should be required to submit a plan which meets the designated standards. In the case of continuing education for women, a statewide women's advisory council should be created to maintain interest in quality and relevance of offerings.

Institutions should be responsible for quality control in continuing education. Dedicated, independent continuing education professionals should be employed by post-secondary institutions to head the department, division, or school of continuing education -- which should hold equal rank to other acacemic components.

The assurance of sufficient funding was thought to be absolutely necessary to maintain quality. With this commitment, the individual institutions will have the resources to ensure faculty and program quality. Review and evaluation are important aspects of quality control. Some directors believed the Coordinating Board or the Texas Education Agency should have this power. Others recommended that institutions should employ self-evaluation procedures and that students should be asked to evaluate programs in which they participate.

A final recommendation from the directors of continuing education programs in Texas was an appeal for the replacement of fragmented continuing education programs by a plan operating from the state level. However, a sufficient amount of flexibility should be retained in the individual institutions to meet disparate local needs.

Recommendations

General

To the Governor:

1. Until there is a more equitable proportion of men and women on the Coordinating Board, Texas College and University System, women should be favorably considered for appointment to membership as vacancies occur.

2. The Legislature should be provided leadership aimed at enacting legislation which will support financially, through suballocations of the Coordinating Board, the following:

   a. scholarships and loans for part-time students;
   b. incentive grants for administration and program development of offerings for mature adult students in postsecondary institutions and;
   c. research in the field of community service and continuing education.

An amount equal to $500,000 is recommended for these purposes during the first year of the Biennium 1975-1976 and $1,000,000 for the second year of this Biennium.

To the Legislature:

1. In recognition of the acute need of mature students for education available in non-traditional ways, the Legislature should appropriate funds during the 1975-1976 Biennium. It is recommended that an amount equal to $500,000 be appropriated for the first year and $1,000,000 for the second year to the Coordinating Board for their suballocation to the Community Service and Continuing Education activities. These monies should be expended for the purposes as follows:

- a. to provide loan and scholarship funds for part-time postsecondary students in credit or non-credit courses;
- b. to provide incentive grants for postsecondary education institutions which develop and administer programs of continuing education and community services. With such assistance, the interested institutions should be able to meet the accreditation requirements of Standard IX, Southern Association of Colleges and Schools;
- c. to provide for data collection by the CSCE staff as related to research and management functions;
- d. to provide for the administration of these funds by the CSCE staff.

2. The Texas Employment Commission should be encouraged through appropriations for services to give greater emphasis to the job placement activities of postsecondary education students.

To the Coordinating Board:

1. The Coordinating Board should include in its funding request for the Biennium 1975-1976 an amount equal to $500,000 for the first year and $1,000,000 for the second year for suballocation to the Community Service and Continuing Education programs. Such funds should be further suballocated in keeping with a State Plan for Continuing Education to provide for the following:

- a. loan and scholarship funds for part-time postsecondary students in credit or non-credit courses.
- b. incentive grants on a selective basis to postsecondary education institutions which apply for assistance to their efforts to develop and administer programs of continuing education and community services. Preference shall be given to public institutions which demonstrate the desire to fulfill their responsibilities under Standard Nine of the Southern Association of Colleges and Schools "Standards of the College Delegate Assembly;"

- c. data collection by the CSCE to support its research and management functions;
- d. management efforts by the CSCE staff directed to:

  - (1) the administration of loan and scholarship funds;
  - (2) the identification of needs to be served through CSCE activities;

(3) the determination of criteria on which incentive grants are to be made, with consideration of factors such as role and scope of the institution, resources available, local needs assessment, proposed quality controls, and Standard IX (SASC) provisions;
(4) the promotion of continuing education activities throughout the state by means of information programs and student recruitment;
(5) the administration of the incentive grants to establish necessary continuing education courses and community service programs;
(6) the monitoring and evaluation of progress in programs of community service and continuing education;
(7) research aimed at the development for formula funding for the Biennium 1977-1978 and the following years;
(8) the establishment of a system for recording Continuing Education Units awarded to students by all accredited institutions of higher education in Texas.

2. The Continuing Education Unit should be established to serve as a uniform means of recognizing and recording achievements in activities which do not carry semester hours credit in postsecondary educational institutions. CEU should meet the requirements listed for it in Standard IX of the Southern Association of Colleges and Schools. CEU's should not be equated with semester hours of an academic program. It should be noted that experiences gained through continuing education may be credited in semester hours through the College Level Examination Program.

To College and University Presidents and Boards of Regents:

1. Mature students should be encouraged to continue their education. Postsecondary educational institutions should offer educational programs and services to meet the needs of students for non-traditional, perhaps non-credit, courses and of those who cannot attend classes full-time or on the usual schedule.

2. Students who receive continuing education services should be expected to pay for the direct cost of instruction.

3. Colleges and universities should be responsive to the need for child care and development services convenient to learning centers. Such services should be available for students, including part-time students with unconventional schedules. Users of such services should pay fees on a sliding scale, according to their incomes, to offset some of the costs to the institution.

Inasmuch as students in departments including home economics, education, and psychology frequently can benefit from experiences with young children, colleges and universities may well assign the management function of the child development center to a committee or board which includes faculty members drawn from appropriate departments. The management group should also include parents and a representative of the administration.

4. Job counseling should be available to students and graduates during their entire lifetime. A fee schedule for registration and services might well be used to support, in part, such a service center. A close relationship with employers should be maintained to ensure that job opportunities presented to students are free of sex bias.

5. For mature students in public postsecondary educational institutions, there should be no standardized tests or admission requirements beyond high school graduation. Standards for performance should be imposed for *exit*, not *entrance*.

6. The continuing education offerings among postsecondary educational institutions should be submitted for accreditation to agencies which accredit such programs. Standard IX should be fully met by Texas colleges and universities with continuing education programs.

7. The administrative unit for continuing education on a campus should be parallel to and equal to the other academic components of the institution. The administrator of the continuing education component should not have to report to the head of another academic department.

8. Continuing education offerings should be presented by full-time faculty whenever possible. While academic degrees may not be foremost among consideration, as much care should be given to the employment of persons to teach in the continuing education program as is given to the employment of persons to teach in the traditional programs of an institution. Pay for instruction in continuing education should be on a par with academic instruction.

9. Institutions should review and evaluate their policies concerning the acceptability of the results of the College Level Examination Program in order that mature students may be able to capitalize on their life experience as they continue their education.

10. Policies should be adopted which will facilitate transfer of credit and/or waive recency of study requirements for students whose maturity and experience are compensating.

11. Research should be conducted in postsecondary educational institutions on a continuous basis to ensure that the needs of mature students are assessed and provided for through the most effective and efficient delivery systems.

Specific Recommendations

To the Coordinating Board:

1. An advisory council to be constituted primarily of women should be established to develop a State Plan for Continuing Education and Services for Women. From the monies received for Community Services and Continuing Education during the Biennium 1975-1976, the CSCE Director should suballocate $150,000 for the first year and $400,000 for the second year to provide for the functions of the council as follows:

a. To suballocate the funds available for meeting these needs.

It is expected that the funds would be expended as follows:
(1) A professional person (preferably female) should be added to the CSCE staff to give leadership to the advisory council in all of its activities and to carry out its directives and policies;
(2) Incentive grants should be offered to stimulate postsecondary educational institutions to give attention to and to provide for educational opportunities which have not been provided for women through traditional means. The incentive grants, to be awarded on the basis of competitive proposals and to the extent of available funds, should provide for the following:

(a) the development of educational offerings, not previously available at an institution, focused on the priority needs of women as identified by the council and through local needs assessment;
(b) the initiation of services to support educational offerings for women, such as a women's center, child care center, job counseling, and so on;
(c) the administration of continuing education programs focused on meeting the needs of women.

2. Sixty-five per cent of monies made available to CSCE for scholarships and loans for part-time students in credit or non-credit courses should be suballocated to an advisory council for continuing education for women. This council should be charged with developing the criteria for awarding scholarships and loans and for developing policies and procedures for the dispensing of the funds.

3. Regional councils should be established within the State to coordinate continuing education programs and to prevent unnecessary duplication of offerings. Representatives of public postsecondary institutions in a region should be voting members of the council. Non-voting memberships should be extended to major institutions with statutory responsibilities for continuing education type activities throughout the State and to private institutions. While no decisions of the regional councils could be binding on the institutions holding non-voting memberships, the deliberations and actions of the councils should inform all members so that unknowing duplication of efforts and programs could not occur within a region.

To College and University Presidents and Boards of Regents:

1. Postsecondary institutions should direct efforts toward meeting educational needs of women which have not traditionally been met. On most campuses, these needs can best be met through a woman's center for continuing education. The administrator of the women's center should be a female, preferably. The need for such a center may be transitional; as opportunities for mature women to continue their education are improved, a center focusing on women's problems may no longer be desirable or necessary. The functions associated with the women's center might include the following:

- a. outreach programs which provide information, educational opportunities, and services of special interest to women;
- b. counseling, personal and job-related;
- c. providing assistance in the improvement of study skills;
- d. giving campus-wide leadership in the development of curricula involving women's studies;
- e. study programs related to career entry, re-entry, enhancement, and change;
- f. study programs related to the improvement of family life;
- g. study programs related to personal development, enrichment, and leisure-time activities;
- h. study programs related to community improvement;
- i. providing leadership in sensitizing business, industrial, government, and other community groups to the needs and rights of women.

2. Counselors who work with mature women students should be trained or retrained for this responsibility. They should possess the knowledge and understandings required to assist the adult students make use of their strengths and options.

3. Administrators and instructors should, wherever possible in continuing education activities for women, be females because of their importance as role models.

4. Collegiate institutions should, in recognition that many women are confined to the home, investigate television and other "distance" technologies -- such as individual study kits and telephonic systems -- for their effectiveness in providing continuing education opportunities.

5. Postsecondary educational institutions should take deliberage steps to (1) prevent sex stereotyping in academic content and activities, (2) provide career counseling free of sex stereotyping and based on broadened opportunities for women, (3) inform students of their rights and responsibilities under the law, and (4) help young women anticipate and plan for a life allowing for an immediate career, a phase of family life, mid-life career or other activities, and retirement.

To Precollegiate Educators:

1. While the present study has been confined to postsecondary educational institutions, a gratuitous recommendation can be offered to the public schools. Steps should be taken to (1) prevent sex stereotyping by the careful selection and development of curriculum materials, (2) provide career education free from sex stereotyping which recognizes broadened opportunities for women in the world of work, (3) inform students of their rights and responsibilities under the law, and (4) help girls anticipate and plan for a life allowing for further education, an early career, a phase of family life, a mid-life career or other activities, and retirement. Such concerns of educators early in the lives of girls can do much to minimize the problems of women which have been identified in this and in many other studies.

PLAN FOR CONTINUING EDUCATION FOR THE ELDERLY
IN THE RURAL AREAS OF TEXAS

Charles Gaither
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Introduction

Galen, the Greek philosopher, wrote: "Employment is nature's best physician and essential to human happiness." Contained in this ancients' statement is the goal of a plan to provide Continuing Education for the Elderly. It should provide worthwhile activities which fulfill the needs and interests of as many Senior Citizens as possible. Countless studies made of the life and problems of the retired seem to center on the great amounts of leisure time available and the lack of fulfillment achieved by most of our elderly. There are those who show that older persons who keep mentally and physically active need less hospitalization, have shorter stays away from home when ill, and remain self-sufficient much longer than those who are content to retire to the "rocking chair."

According to Dr. Harry J. Johnson, President of the Life Extension Foundation and formerly Professor of Medicine at Columbia University, the big problem of retirement is having nothing to do. This problem would seem to affect life expectancy as well as happiness while living. According to a study conducted prior to 1960 by Lloyds of London there are dramatic results achieved by remaining active. The insurance company found that the average man who retired at 60 and had nothing to do was dead at 63, but that the man who remained active both mentally and physically lived an average of *ten more years*. These and many additional studies project that advantages of happiness, good health, and productivity will be the rewards received by those who remain active throughout their lives.

Discussion

In the Texas Panhandle, the area corresponding to Planning Area #1 consisting of twenty-five counties there is a population of 330,153, according to the 1970 census. Of this number 18.8% or 62,152 are 55 years of age or older. The Amarillo SMSA (Standard Metropolitan Statistical Area), consisting mostly of Potter and Randall Counties where Amarillo College is located, has a total population of 144,396 of which 23,969 or 16.6% are 55 years of age and older. In keeping with trends throughout the United States, females outnumber males in these elderly groups. In the Panhandle

Region as a whole, 53.72% of the over 55 population is female while in the Amarillo SMSA the percentage of female oldsters is 55.64.

The fact that there are more elderly women than men who are faced with making the adjustment to retired life is highlighted by these demographic statistics. These older women are suffering not only the sex discrimination that has been a part of their total lives but also age discrimination which comes with the loss of youth and accelerates with age. The realistic result is that older women suffer a greater rate of poverty and social unacceptability than men. Their needs must be especially considered in planning training programs for the elderly.

Many older women must work to supplement their retirement incomes. A significant portion of these have never worked outside the home until faced with their new plight of retirement in poverty. Many employers seem reluctant to hire them. Among the reasons stated are that older women are sexually unattractive, cantankerous, not adaptible, overly emotional, and unreliable due to health problems. There have been many studies that disprove these allegations but never the less, they persist. Continuing Education for the Elderly must meet this problem head-on if it is to fulfill a vital need that exists among our older women. The program must contain education and training that will equip them for second or late in life careers. Such courses should include but not be limited to the basic knowledges and skills to allow the recipient to perform satisfactorily on the job. Also to be included must be such courses as Personal Grooming, Charm, and Personality Development as well as others to help dispel the untruths that discriminate against women who seek their places in income producing jobs during their twilight years.

The ethnic group population of the surveyed area in the 55 years and older category is distributed as shown in Table 1. It is to be noted from the figures in Table 1 that this area is heavily weighted toward whites with the totals of any other ethnic group being relatively insignificant, numberwise. There are, however, significant problems among the minority groups that need to be solved in our plan to provide Continuing Education for the Elderly. Chief among them is poverty. Large numbers of Blacks, Mexican-Americans, and Others have low education levels and have worked at low paying jobs all of their lives with the resulting poverty level retirement existence. There exists a requirement for second vocation training and a need for adult basic education.

Poverty living, of course is not confined to only the Blacks, Mexican-Americans, and Other ethnic groups. Many whites are struggling, also, in this low income category, trying to make ends meet with little or no hope of success. In the counties comprising the Texas Panhandle, the percentages of those Senior Citizens living below the poverty level vary greatly. The

TABLE 1

Distribution of Ethnic Group Population

Texas Panhandle Area

White	Black	Mexican-American	Other
58,514	1,726	1,747	163

Amarillo SMSA

White	Black	Mexican-American	Other
22,271	1,080	556	62

extremes are 5% in Castro County and 54.9% in Armstrong County. In Potter and Randall Counties, comprising Amarillo SMSA, the percentages of Senior Citizens living below the poverty level are 19.8% and 13.8% respectively. Considering the entire Panhandle area, the proportion of the Senior Citizen population living at and below the poverty level is approximately 20%. With one out of every five of our Elderly living in these conditions it is readily seen that courses leading to additional income are needed. These citizens must have employment in either their old occupation or be retrained for work in a different occupation. It is the responsibility of this program to provide the desired new training.

In attempting to obtain as much information concerning the needs and desires of Senior Citizens as possible, along with the best methods of delivering services to fulfill these needs, two investigative undertakings were instigated. Contact was made with Community Colleges that have been providing educational services to the elderly and a questionnaire was designed and administered to random samplings of Senior Citizens residing in Amarillo and representative communities of the Texas Panhandle. The results of these two projects definitely affect our plan to conduct Continuing Education for the Elderly and are discussed in some detail as they are assimilated into this project.

Contact was made with five Community Colleges that have been providing educational services to the elderly for one or more years. These schools are:

Catonsville Community College
   Catonsville, Maryland 21228
Seminole Junior College
   Sanford, Florida 32771
North Hennepin State Junior College
   Brooklyn Park, Minnesota 55429
New York City Community College
   Brooklyn, New York 11201
Kirkwood Community College
   Cedar Rapids, Iowa 52400

A study of the materials received reveal some interesting facts which are useful in developing our plan here in Texas. The most appropriate among these are described herein for information and use.

1. Three of the schools define a Senior Citizen as being any person who is 55 years of age or older. The other two schools place their lower age limit at 60 years.
2. Programs at all five schools are subsidized by outside grant money.
3. Three of the schools provide services free of charge to enrolling Senior Citizens while the other two make minimal charges for supplies and tuition.
4. All schools have advisory councils, boards, or committees made up of school personnel and Senior Citizens. These groups not only advise the school on all matters pertaining to services provided the elderly but also determine what courses will be offered, where they will be located, and in many instances design the curriculum to be followed.
5. Four of the schools offer courses both on and off campus. Generally, the off-campus locations are in Senior Citizens Centers, Community Centers, Churches, or Public School facilities. One of the Community Colleges, North Hennepin Community College, is uniquely located in a suburb of Minneapolis and conducts all of its classes on-campus.
6. Organizationally, Continuing Education for the Elderly is a part of the School or Division of Continuing Education/Community Service and administered by a staff whose primary responsibilities concern Senior Citizens.

A questionnaire was designed and administered to random samplings of senior citizens as a means of determining their needs and desires. The questionnaire was designed to obtain information concerning the following for use in developing this plan:

1. Retirement income level
2. Age
3. Formal education background
4. Types of courses in which interested
5. Desired location of courses
6. Transportation needs

The questionnaire was distributed by mail to 959 members of the Senior Citizens Association of Amarillo. Included was a letter from the Executive Director of the Association and a stamped, addressed return envelope. A total of 287 completed forms were returned. They made known some very definite needs and desires and established patterns that have been used in developing this plan. Since the membership rolls of the Senior Citizens Association are nearly void of the names of people belonging to minority races, additional action was taken to obtain the reaction of Blacks and Mexican-Americans. One hundred questionnaires were distributed to the

Community Service Centers in each of the two neighborhoods and personal contact was made by the out-reach workers from the Centers with the Senior Citizens.

Ninty-Four completed forms were received from Blacks and nearly as high a percentage of Mexican-Americans responded. Even though neither of these groups were as explicit as the whites in stating the kinds of courses wanted, information obrained concerning former careers, educational backgrounds, and income levels indicate that there is a definite need for continuing education. These needs are significantly similar for both minority groups, consequently, in summarizing the results of the survey, those results pertaining to Blacks and Mexican-Americans have been consolidated. Results of the questionnaire survey that are applicable to the construction of a plan to deliver educational services are summarized here for information.

The annual retirement income distribution of respondents to the questionnaire is reflected in Table 2.

TABLE 2

Annual Retirement Incomes

Range	Whites(%)	Minorities(%)	Total(%)
0-$999	4.25	19.35	7.66
$1,000-$1,999	12.07	41.93	20.44
$2,000-$2,999	18.39	24.19	19.71
$3,000-$3,999	10.38	8.06	9.85
$4,000-$4,999	15.09	3.22	12.41
Over $5,000	39.62	3.22	31.39

It is to be noted that some 28.1% of the total have incomes of less than $2,000 per year. Of special concern is the fact that 61.28% of the Blacks and Mexican-Americans fall at this low income level, thus highlighting the fact that different educational needs exist among the minority groups than exist among whites. Also to be noted is that a large percentage of our Senior Citizens cannot afford to pay the normal tuition cost for education whether it be for enjoyment only or to learn a means of augmenting meager incomes.

Table 3 reflects the formal education achievements of our responding elderly.

TABLE 3

Formal Education

	Whites(%)	Minorities(%)	Total(%)
Eighth Grade and below	14.41	48.19	23.39
High School (Non grad)	13.97	15.66	14.10
High School (Grad)	20.52	15.66	19.23
College (Non grad)	17.03	9.63	15.06
Baccalaurate Degree	13.53	2.41	10.58
Masters Degree	20.09	6.02	16.34
Doctors Degree	0.87	2.41	1.28

It is to be noted that these achievements parallel closely the retirement income percentages with 28.38% of whites and 63.85% of minorities having less than a High School education. The large percentage of whites who have Masters Degrees is brought about by the more than 21% who reported their occupation before retirement as being in the field of education. This factor also accounts in part, for the large percentage (39.62) of whites showing over $5,000 as their annual retirement income.

Additional information garnered from the questionnaire that has been used in the development of our plan is as follows:

1. A significant number of whites and minorities are interested in learning new vocations.
2. A large percentage of whites and a smaller but significant segment of the responding minorities are interested in attending arts and crafts courses.
3. Less than 4% of the whites and none of the minorities are interested in taking regular college courses for college credit with young students.
4. Over 38% of whites and 75% of responding minoricies requested special classes be set up and designed for Senior Citizens only.
5. The overwhelming preference for class meeting times is for mornings and afternoons. Night time classes are agreeable for about 8% of all respondents and only a few indicate a desire for week-end classes.
6. Twenty-three percent of whites are desirous of classes being conducted on one of the Amarillo College Campuses while 49% want classes conducted at the Senior Citizens Center. None of the minorities want classes conducted on one of the College Campuses and only 6% want to attend sessions at the Senior Citizens Center but 68% are desirous of having courses conducted at a location in their neighborhoods. Less than 4% of whites want classes conducted in their neighborhoods.

Since this project is designed also to reach the Senior Citizens of the rural Panhandle communities outside of Amarillo, questionnaire samplings were obtained from seven towns. The towns in which samplings were obtained were Bovina, Hereford, Dalhart, Childress, Wellington, Clarendon, and Tulia. In these communities the needs of the Senior Citizens are much the same as those in Amarillo but the system of delivery of services to fulfill those needs must of necessity be different.

Plan

The following paragraphs describe the proposed plan for providing Continuing Education for the Elderly. It is recognized that it will not necessarily fulfill the needs of nor be adaptable, as written, to every college that is desirous of providing educational services to the elderly but it does present a model, that with modification to fit unique situations, can be utilized statewide.

1. The Department of Continuing Education for the Elderly should be located, organizationally, in the School/Division of Continuing Education. It occupies a parallel position to Adult Vocational Education, Community Services, etc.
2. The Department should have a full time Supervisor who is supervised by and answers to the Director of the School/Division of Continuing Education. Since the programs for the elderly will be conducted at several locations within the city where the College is located as well as in the assigned rural area towns, the responsibilities of the position are too time consuming and diversified to be assigned as an additional duty to be dispatched on a part time basis.
3. An Advisory Committee should be appointed from the community in which the providing College is located. This Committee should consist of from 10-15 members, a majority of whom are consumers. The balance of the Committee should be made up of representatives of the College and of agencies and organizations from the Community who are interested in the welfare of the elderly. The Committee would be given the responsibility for advising the College on all matters concerning the Elderly and for determining the courses to be taught, where the course would be conducted, and designing the curriculum to be presented. Smaller advisory committees, 5-7 members, would be selected to serve in each of the rural area towns in which courses are to be conducted. These committees would consist of one representative of the College, community representatives and a majority of Senior Citizens. Each of these committees should be given the same responsibilities for its community as the larger committee described above.

4. Instructors for courses conducted for the elderly should be selected with care with only those who are well qualified by education and experience being utilized. For courses taken for College credit, only College teachers or persons from outside the college who are equally well educated will be employed. Instructors for vocational courses should be qualified by training and have at least 5 to 7 years of successful experience in the vocation to be taught. In hobby type courses, the instructors should have successfully followed the hobby to be taught for at least 5 to 7 years. Whenever possible, Senior Citizens should be employed to teach Senior Citizens.
5. Pay for instructors in this program should be at an hourly rate set by the Board of Regents of the providing college.
6. Location of classes should be on the campuses of the providing College, and at Senior Citizens Centers and Neighborhood Centers throughout the College Community. In each instance, the location should be established by the Advisory Committee following the dictated needs of the Senior Citizens of the community. The College Coordinating Board and the Texas Education Agency are now authorizing certain Community Colleges to conduct Arts and Sciences and Adult Vocational courses in the rural area towns in the vicinity of the College. Amarillo College is one of those schools and is currently conducting classes in nine such towns in the Texas Panhandle. Perhaps the arrangements which Amarillo College has found as the best for delivering educational services will provide assistance to other Community Colleges seeking to provide rural area towns with some of the advantages of College. In each instance, courses conducted in the area towns are a cooperative venture between the College and the Independent Public School Systems of the towns. In most towns, there are centrally located school buildings in which the courses are conducted. Under the cooperative agreement, the School System furnishes the building, utilities, janitoral services, and equipment while Amarillo College furnishes the course teacher and all administrative support. The cost of all training is met through the tuition paid by the student and reimbursement received by the College from the appropriate State Agency. Such a cooperative arrangement, agreeable to both educational systems, is an ideal way to provide educational services to the Elderly in the rural areas in the vicinity of a Community College.

Funding

As a proposal we submit that the student, the Local College, and the State of Texas through a designated State Agency should jointly share in the funding of Continuing Education for the Elderly.

Understandably, in view of the low income level of prospective students as described earlier in this report, the part of the cost ascribed to the student should be minimal. Consequently we would recommend that the charges made of the student be scaled as follows:

1. In courses designed and conducted expressly for the elderly:
    a. Course length up to 10 clock hours --- $1.00
    b. Course length over 10 clock hours --- $2.00
2. In Adult Vocational Education and Community Service courses:
    a. Course length up to 10 clock hours --- $1.00
    b. Course length over 10 clock hours --- $2.00
3. Regular college courses (Arts and Sciences, Technical and Vocational) taken but not for credit ---1/2 the full tuition.
4. Regular college courses (Arts and Sciences, Technical and Vocational) taken for credit --- full tuition.

The college should be responsible for furnishing adequate facilities in which to conduct the courses. Even though the classes may be held off-campus, the responsibility for providing facilities that are adequate for the types of courses being conducted is that of the college. It is suggested that, in general, the facilities that may be made available in Community Centers and by Public Schools, if properly equipped, will be adequate.

The State of Texas, through the appropriate State Agency should reimburse the College on a student contact hour basis. If Senior Citizens enroll in and attend regular courses of the college (Arts and Sciences, Technical and Vocational) the reimbursement rate should be that which is currently authorized for the course or courses taken. If Senior Citizens enroll in Adult Vocational Education or Community Service Courses, the reimbursement rate should be that which is currently authorized for the program in which enrolled. For courses established and conducted expressly for the elderly, it is recommended that a student contact hour reimbursement of $1.20 per hour be projected and paid until such time that actual cost studies can be made. When such cost studies have been made, the rate should then be adjusted as necessary. The rate recommended as a projection would cover all direct instructional costs of instructor salaries, instructor travel, supplies and equipment. It would also include a factor to cover the indirect costs of administration and overhead.

EDUCATIONAL ALTERNATIVES FOR SENIOR CITIZENS

Kathleen Kurtz
The Dallas County Community College District
In Conjunction with Amarillo College

Introduction

The Dallas County Community College District in conjunction with Amarillo College has been charged with developing a comprehensive plan of educational alternatives for senior citizens in the state of Texas. (Dallas County was designated by the Administration on Aging and the Governor's Committee on Aging as one of two state target areas for the involvement of the Federal Regional Inter Agency Committee on Aging to meet the needs of the elderly.)

In doing so, we have attempted to gain insight into specific urban problems currently affecting our elderly population. Demographic data, service assessments, and questionnaire findings all indicate that there exists a great need and desire for learning on a continuing basis.

In discussing education for aging, it is significant to note that education for the elderly is based upon two important premises. These being:

> *Premise #1:*
> *Education for aging will lead to something better in the lives of those people participating.*
>
> *Premise #2:*
> *Older people are capable of a constructive response to educational stimulation.**

Therefore, because of this faith displayed in the learning ability of senior citizens, education in the field of aging may be viewed as an attractive investment to all persons involved in its operation.*

In our present society, emphasis on lifetime learning takes on tremendous weight. By continuing education in all aspects of life (particularly among our older generation), one has a chance to cope with the battle for survival.

*Data as listed in keynote address: *Education and Aging* by Dr. Howard Y. McClusky (University of Michigan).

**Op.cit.*

Institutions involved in providing life-long learning experiences for the elderly, must be prepared to respond to a variety of elderly needs. For the most part, the elderly population has been a neglected and forgotten priority of the educational institution. Research gathered in this study indicates that there is a real need for learning programs for the elderly. Senior citizens responded positively to questionnaires concerning learning needs and preferences. Educational institutions, especially public institutions have a responsibility to serve the total community and this includes the older community as well (60 years and older).

In serving the elderly, environmental needs as well as those which stress physical well-being should be met. Environmental needs which include housing, personal safety and legal protection are areas of great concern to the old. In discussing those needs which stress physical well-being, factors such as income, nutrition and health should be taken into consideration. By participating in learning experiences, elderly citizens will become mentally aware of the issues at hand and will be better prepared to cope with problems created by environmental factors or those resulting from the expressed need for physical well-being.

In addition to the above, the need for psychological, social and spiritual well-being exists. It is a cold fact that many senior citizens are basically very lonely people - their friends have passed away, and they are bored at home. In general, senior citizens are in great need for some form of stimulation.

Senior citizens find that what they want most out of life is to have a friend and to have a place where they are still considered important. Many elderly persons find that they have plenty of time on their hands with nothing to do.

One should bear in mind that when a person retires from his career, he experiences relief from the daily life routine. In fact, he now finds that he has plenty of leisure time but not as much money for play. Consequently the retired person now realizes that he loses three things:

1. Loss of the "work" status which brought respect and admiration from his fellow workers and/or his family
2. Loss of the daily companionship of others who shared similar experiences and problems
3. Loss of work itself which results in lowered income of self or spouse.*

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*Data as listed in a research study conducted by the Dallas Agency on Aging (2/15/73).

A comprehensive plan of educational alternatives would provide the retiree with new roles which will replace those lost. Furthermore, the proposed plan: Educational Alternatives for Senior Citizens will meet the need for psychological, social and spiritual well-being by providing retired persons with chances to develop companionship and alternatives for idleness such as training, outlets for creativity, exposure to the larger community, and opportunities for community service.

PLAN OBJECTIVES

The main objective of the proposed plan for continuing education of the elderly is to provide senior citizens with meaningful learning experiences which will help them cope with and enjoy life.

In addition, it is felt that the plan for continuing education of the elderly include as its objectives, the goals laid down in the EDUCATION REPORT of the 1971 WHITE HOUSE CONFERENCE ON AGING:

1. To help older people grow in the fulfillment of their potential, thus assuring them the means of attaining a self-respecting level of well-being, freedom to cultivate a good life, and freedom to develop a partnership role in promoting the welfare of society.
2. To assist older people in developing the abilities uniquely available in the later years (e.g., wisdom and contributive abilities), and to assist the society in utilizing the abilities so developed.
3. To help older people serve as models of lifelong fulfullment for emulation and for the guidance of oncoming generations.
4. To create a climate of acceptance by both older persons and the society of the desirability, legitimacy, and feasibility of the preceding goals.
5. To help society understand the need and provide the support for quality learning for everyone of all ages as a continuing opportunity in lifelong learning.
6. To provide pre-retirement education so that older people will be better prepared to meet special needs such as their needs for mental and physical health, for adequate income, for adequate housing, for satisfying relationships with the immediate and extended family, and for making wise use of leisure time.
7. To make special provisions for delivering educational programs to hidden populations of older people, usually non-participant and isolated from the mainstream of community services.

DISCUSSION

DEMOGRAPHIC DATA

State of Texas:

In assessing elderly needs within the state of Texas, an analysis of demographic characteristics is necessary. At present, Texas has an overall population figure of 11,196,730 residents.

According to the 1970 Census information, the elderly population of persons living in the state aged 60 and over is 1,438,348. Racial composition is presently in the following manner:

A. Non-Minority Groups - 1,131,658 persons (60+)
B. Negroes - 161,137 persons aged 60+
C. Spanish Language - 143,221 persons (60+)
D. American Indians - 1,224 persons (60+)
E. Orientals - 1,108 persons (60+)

Urban versus rural distribution indicates that Texas' total population was 80% urban in 1970 as compared with 75% in 1960. Therefore since movement into metropolitan areas is indicated, demographic breakdowns should be made in reference to those urban areas containing the highest percentages of elderly persons. Table 1 illustrates clearly the demographic characteristics of (5) urban areas. These being Harris, Dallas, Bexar, Tarrant and McLennan counties. (Four of these counties contain the most populous Standard Metropolitan areas in Texas - Houston, Dallas, San Antonio and Fort Worth.

TABLE 1. DEMOGRAPHIC CHARACTERISTICS IN 5 URBAN AREAS*

COUNTIES	# of Persons Aged 65+	% of 65+ in Rural Areas	% of 65+ Black	% of 65+ Mex.Am.	% of 65+ Instit.	% of 65+ Indep.	% of 65+ B.P.L.	% of Pop. 65+
HARRIS	102,341	3.4	18.2	5.2	4.2	25.8	24.8	5.9
DALLAS	88,237	1.0	12.7	2.9	4.4	26.2	24.2	6.6
BEXAR	62,416	5.2	6.9	30.7	4.4	25.6	29.2	7.5
TARRANT	52,148	3.7	10.4	2.1	5.7	26.5	26.3	7.3
McLENNAN	18,237	21.0	13.9	3.2	6.8	27.2	39.0	12.4

Definitions: Instit.-Institutionalized B.P.L.-Below Poverty Level
Indep.-Independent Pop.-Polulation

* All data reflected in Table 1 was derived from the 2nd. and 4th count of the 1970 Census Summary Tapes.

In viewing Table 1, certain factors should be emphasized. For example, Harris County contains the highest overall number of persons aged 65 and over (102,341) whereas McLennan County is in contrast by maintaining a high percentage of persons living within defined rural areas (21%). In addition, McLennan County not only possesses a high percentage of elderly persons living below the poverty level (39%), but it designates 12.4% of its' total population as being elderly.

Bexar County is prominent in that it has the highest concentration of Mexican-American elderly in the state of Texas (30.7%).

These factors are of significance in that they indicate priority areas and provide the directions which must be taken into consideration when planning and coordinating services for the elderly.

The 4th. and 6th. count of the 1970 census divides the state total elderly population of persons aged 65 and over into male and female breakdowns. Out of a total population of 993,165, there are approximately 419,035 males and 574,130 females. In addition, statistics further divide these figures into the following breakdowns:

	Males	Females	Total
Urban Areas	287,120	427,524	714,644
Rural Non-Farm Areas	102,040	120,602	222,642
Rural Farm Areas	29,875	26,004	55,879
	419,035	574,130	993,165

It is apparent that the number of females exceeds the number of males by 155,095 persons. (Hence, female needs and interests should be taken into consideration when designing the program format offered to senior citizens).

In analyzing demographic characteristics of Texas, income distribution is most essential. Table 2 reflects the elderly income of those persons aged 65 and over living in the state according to sex and area location.

The purpose of this table is to define the number of elderly persons living within the state with varied yearly incomes ranging from no income at all to $15,000 or more per year.

Statistics reveal that the majority of elderly persons (298,038) have low yearly incomes ranging between $1,000 to $1,999. Furthermore, those elderly persons living in Rural Farm Areas have the lowest income distribution rate of the three area locations.

In conclusion, Table 2 indicates the financial status of elderly Texans; in relations to the proposed plan for continuing education, it gives indication as to the number of elderly persons financially able to pay for educational services.

Dallas County

A description of the geographic distribution of the aged population in Dallas County is necessary for determining existing services, needs and planning for future educational services to the aged.

The 1970 Census information breaks the demographic analysis of Dallas County into four parts: racial distribution; male to female ratio; income; and isolation.

Dallas County is divided into 24 communities and the city of Dallas into 17. At present, there are approximately 88,237 persons aged 65 and over living within the county. (This over 65 population represents 6.6% of the total population of Dallas County). In 1950 the number of persons over 65 in D.C. was 36,146; in 1960 the figure was 61,112 and in 1980 the projected number is 133,178.* (Here it is significant to note that not only is the total number of persons over 65 increasing, but also the proportion of the population over 65.)

Within Dallas County the city of Dallas has the highest number of aged 66,284 representing 75% of the total over 65 population. Other communities in D.C. which have high percentages of elderly persons over 65 are listed: Highland Park-19%; University Park-17%; Seagoville and Rowlett-11%; Lancaster-8%; etc...**

In Dallas County, the racial composition of the elderly population is primarily white. The white population accounts for 84% (74,243); Blacks-13%(11,466); and the Mexican-Americans make up approximately 3%(2,528). Male to female ratio in Dallas County is 63 males to 100 females, and this includes-62%(54,271) of the females over 65 and 39%(39,966) males.

*Population Projection Model, Dallas City Dept. of Planning and Urban Development.

**Data obtained from research study conducted by: Chan Carman, Former research associate for the Dallas Agency on Aging.

TABLE 2. INCOME BREAKDOWN OF ELDERLY PERSONS (AGED 65 & OVER) IN THE STATE OF TEXAS ACCORDING TO SEX AND AREA LOCATION*

TAL P	TOTAL	$1- $999	$1,000 -1999	$2000- $2999	$3000- $39999	$4000- $4999	$5000- $5999	$6000- $6999	$7000- $7999	$8000- $9999	$10000 $14999	$15000 OR MORE
9,035	407,032	59,659	117,925	72,025	43,945	24,812	17,717	13,712	10,981	13,787	16,605	15,864
4,130	495,565	188,655	180,113	51,790	24,917	13,664	9,183	6,958	4,926	5,784	5,471	4,104
3,165	902,597	248,314	298,038	123,815	68,862	38,476	26,900	20,670	15,907	19,571	22,076	19,968
7,120	277,991	36,471	74,248	47,723	31,302	18,111	13,123	10,575	8,726	11,011	13,340	13,361
7,524	372,311	129,259	136,373	42,193	20,784	11,794	8,000	6,000	4,317	5,085	4,757	3,749
4,644	650,302	165,730	210,621	89,916	52,086	29,905	21,123	16,575	13,043	16,096	18,097	17,110
2,040	99,616	19,020	36,306	18,492	9,048	4,668	3,108	2,081	1,485	1,901	2,023	1,484
0,602	102,914	47,887	38,643	8,191	3,374	1,429	875	711	442	576	520	266
2,642	202,530	66,907	79,949	26,683	12,422	6,097	3,983	2,792	1,927	2,477	2,543	1,750
9,875	29,425	4,168	7,371	5,810	3,595	2,033	1,486	1,056	770	875	1,242	1,019
6,004	20,340	11,509	5,097	1,406	759	441	308	247	167	123	194	89
5,879	49,765	15,677	12,468	7,216	4,354	2,474	1,794	1,303	937	998	1,436	1,108

Note: Table 2 reflects a yearly income breakdown.

DEFINITIONS:

TEX- Texas State Total
M- Male
F- Female
T- Total
URB- Urban Areas
RNF- Rural Non-Farm Areas
RFA- Rural Farm Areas

TOTAL P- Total persons including those persons without incomes

*Data taken from:
1970 Census of Population - "Detailed Characteristics" Texas, Section 2
Table 193, pg. 2088-2090.

The number of isolated individuals (persons living alone or with non-relatives) is approximately 32,375 - This figure represents 31% of the total aged population. The racial breakdown of persons alone is 27,348 (85%)-white; 4,599 (14%)-Black; and 468 (1%)-Mexican-American.

In relation to demographic characteristics, the total aged population is a most influential segment of the total population in Texas. Senior citizens do contribute much to society and maintain high voting records.

Table 3 reflects a study conducted for the purpose of determining whether senior citizens in Dallas County are represented in voting elections. Voting precincts containing those census tracts with the highest numbers of elderly persons (aged 65 and over) were observed. Data was taken from the General Election Returns (November 7, 1972) of the Precinct Vote Turnout Report.

Table 3. Voting Record of Persons 65 & Over in Dallas County*

Number of Persons 65 & Over	Total # of Registered Voters	Absentee Vote	In precinct Vote	Total	%
1-99	33,709	2035	24,720	26,755	79%
100-399	43,796	2260	32,488	34,748	79%
400-699	37,797	2416	27,512	29,928	79%
700-999	34,946	1244	22,676	23,920	68%
1000+	42,002	3616	29,864	33,480	80%
Totals	192,250	11,571	137,260	148,831	77%

In those voting precincts containing few elderly, election returns indicated that approximately 79% of the voters registered voted. On the otherhand in those precincts containing high numbers of elderly voters, there was also a high percentage of persons who voted. However, the highest percentage of voting came from those precincts containing the largest number of elderly persons. (80%) Therefore, this study supported the fact that the elderly population living within Dallas County is a responsible group of people who do possess pride and interest in state and national events.

From the evidence reflected in the Precinct Vote Turnout Report, it can be concluded that the elderly segment of the population in Dallas county is most influential in determining the outcome of elections.

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* Data taken from the General Election Returns (November 7, 1972) Precinct Vote Turnout Report.

The Relationship of Transportation to Plans for Continuing Education of the Elderly

In discussing the proposed plans for continuing education of the elderly, transportation services (both urban and rural) within the state of Texas should be fully evaluated.

For example in Dallas County, there are three main agencies which provide significant transportation to elderly persons. These are the Dallas Transit System, the American Red Cross, and Crossroads Community Center. During July, 1973 these agencies were asked to provide statistical information on the use of transportation by senior citizens aged 60 and over. From this information, four main generalizations can be made: *

1. Most transportation is available only in the city of Dallas, *not* in the county.
2. Special needs for transportation are most often related to the need for medical care.
3. The need for transportation exceeds the sources significantly.
4. The need for transportation for the elderly is recognized by the agencies surveyed, and an interest in methods to improve service is evident.

In addition, the services rendered by the Dallas Transit System are numerous in number. One service recently introduced is the 10¢ BUS FARE for anyone 65 and over. This service enables elderly persons to ride any Dallas Transit Bus at any time for only a dime. (There will be an additional 5¢ charge for transfers, and no zone fares charged.) The only requirements are that the senior citizens be 65 years of age or older and purchase an identifying Dallas Transit System Senior Citizen Card for $1.00.

Other services provided by the Dallas Transit System are DIAL-A-TRIP which allows buses to reroute on request (a very limited service); and OMNI-BUS which takes groups of senior citizens on 1/2 day trips to places of special interest at the cost of $1.00 per person.

In conclusion, it is important to note that in regard to the transportation services provided in Dallas County, the need, except for South Dallas is barely met. Furthermore, transportation services will vary depending upon area locations and area resources. Therefore it is recommended that all areas in the state of Texas should properly evaluate the transportation system in their own communities as a preface to effective planning for continuing education of the elderly.

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* Data taken from survey conducted in July, 1973 by the Dallas Agency on Aging.

Assessment of Formal and Non-Formal Types of Education

Assessment of Formal Types of Education:

The range and variety of formal educational activities for older persons is almost as great as those for the young. Increasing numbers of senior citizens are returning to schools in an attempt to enrich their lives. By observing enrollment rates of elderly persons participating in learning programs centered at community colleges, statistics reveal that the desire is present to broaden learning abilities. (The College of the Mainland in Texas City is a good example of a community college with a high elderly enrollment rate.) At present, the Community College is the best-equipped institution for meeting the needs of the elderly. This is demonstrated by the fact that the community service idea is based on serving people of all ages in terms of needs and preferences. More important the Community College can serve as a moving force for reintegrating the elderly into community life. In addition, senior citizens can use the learning opportunities provided by the college to establish contact with both young and older adults through an exchange of ideas and experiences.

The Community College is basically considered as being educational in nature and is significant in that it can offer courses specifically designed for older persons. (These courses are not only informational in content, but they enhance social and intellectual growth, as well as developing basic vocational and specific skills.)

The Community College as a comprehensive institution does offer a wide spectrum of potential services to the communities which it serves. Moreover, the college could increase its' effectiveness by working together with existing community agencies for the purpose of defining and developing new and better services for the elderly.

In addition to community colleges, university extension programs in cooperation with their gerontology institutes have recently directed their attention to activity in the field of education. "However, in case of both the institutes of gerontology and the extension services, it is safe to conclude that education for the most part has not become a major

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[*] American Association of Community and Junior Colleges, *Aging As A Priority for Community Colleges*, (Draft 9/14/73), p. (IV)12-13.

[**] Richard Feller, *The Community College as a Vehicle for the Delivery of Services to the Elderly.*

thrust in the universities agenda on aging."*

In contrast to universities, the public school system is viewed as a possible source for services to the elderly. In many areas throughout the state of Texas, Adult Basic Education programs are effectively conducted in the school system. More important in rural areas, public schools would be the most consistently available location for offering courses to the elderly.

Informal Types of Education:

Informal types of education are important in that many senior citizens prefer this type of education. Principal locations would include churches, schools and community centers.

The success of this form of education depends largely on the fact that many elderly people feel more at ease in their community center. Also it is more convenient for them to go to their nearest center because many of them do not have transportation to other institutions.

The senior citizen multi-purpose center is another effective vehicle for promoting and providing education in an informal way. It often provides a casual, informal climate for the development of friendly personal relations and at the same time, provides for information and counseling on such problems as social security and medicare.* In summation, informal types of education are most effective in promoting education among the aged.

Continuing Education Programs in Other States

1. *North Hennepin State Junior College (Minnesota)*

   Through the North Hennepin Community Service Department, senior citizens aged 55 years or older are offered a variety of courses on a tuition-free basis. (Such courses include: Basics in Reading and Writing; Public Speaking; GED classes and tests for High School equivalency diplomas.) Transportation is provided by college buses and by carpools.

2. *Catonsville Community College (Maryland)*

   Catonsville Community College through a Title III grant of the Older Americans Act in cooperation with the Maryland State Commission on Aging, offers a variety of courses to those senior citizens aged 55 years of age or older. Most programs are offered at no cost while few require a small registration fee. (Programs include Health Seminars; Pre-Retirement Planning; Safety in the Home, etc...)

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Quoted from Dr. Howard Y. McClusky Ph.D. in the Background and Issues on Education - 1971 White House Conference on Aging.

3. *New York City Community College (New York)*

   Senior Citizens are offered courses in Race Ethnic Relations, Afro-American History, Urban Ecology, etc... The College also offers courses in senior citizen community centers and homes for the aged within the community.

4. *Community College of Allegheny County (Pennsylvania)*

   The Community College of Allegheny County in cooperation with the local Foster Grandparent program offers credit courses in Sociology and Child Development to 58 foster grandparent participants. These courses are designed to gain insight into the institutionalized handicapped children. Courses are offered at a local home for crippled children and a home for retarded children.

Continuing Education Programs in Texas

1. *College of the Mainland*

   The College of the Mainland in Texas City has one of the most extensive programs for continuing education of the elderly in Texas. This program was made available through Title III funds of the Older Americans Act in cooperation with the Governor's Committee on Aging. These funds provided for the creation of a Senior Citizens Theatre production; Senior Citizens Counseling Service; Telephone Reassurance System; a newsletter and a Senior Citizen Resource Center. In addition the college offers classes to senior citizens free-of-charge, and with the purchase of a senior citizen identification card ($2.50/year) senior citizens may take any General Adult non-credit course for 1/2 the regular tuition fee. Arts and crafts, creamics, rapid reading, basic sewing, physical fitness, nutrition education, gardening and woodshop are examples of the types of classes offered free.

2. *Southern Methodist University School of Continuing Education*

   S.M.U. offers informal courses (lectures, seminars, and workshops) on the college level. These courses are non-credit and are offered primarily at the college campus. Such topics of interest to older adults include Preretirement Counseling, Defensive Driving, Law, Foreign Language, etc... Fees depend upon the particular class.

3. *Center for Studies in Aging*
North Texas State University

Provides long-term training leading to a Masters Degree in the field of aging. In addition, the center sponsors short-term programs or seminars for practioners in the aging field. It also develops and evaluates continuing education programs and engages in research.

4. *Paris County Junior College*

Through the community relations department, a Retired Senior Volunteer Program has been developed. It is based at the college and areas served include Fannin, Lamar, Delta, and Red River Counties. The college not only provides outlets whereby senior citizens may continue learning, but it fulfills the service aspect in that retired persons have the opportunity to serve in meaningful roles. This program is beneficial to senior citizens from the viewpoint that they maintain their feeling of usefulness to themselves and to their community.

5. *Henderson County Junior College*

Offers non-credit courses to students of all ages. Courses in Conversational Spanish, Real Estate Principles and Practices, and Defensive Driving showed the greatest number of older students - 23 between the ages of 55-65 and 2 ages 65 and older. (Based on the Fall 1973 semester.)

6. *San Antonio Junior College*

San Antonio Junior College is currently in the process of formulating plans for a continuing education program to meet the needs of senior citizens in the San Antoni~~o area.~~

7. *Texas Agriculture Extension Service*

The Texas Agriculture Extension Service conducts educational programs related to the older adult as a part of the overall Extension program. This program is developed in the county through the County Program Building Committee. In counties that designate aging as a concern a committee in aging functions as a sub-committee of the County Program Building Committee. The Aging Committee is composed of local lay leaders representative of all areas of the County and all segments of the population. A local County Extension Agent serves as advisor to this group in determining the local situation related to the older adult, then developing programs and activities that will help to solve the identified problems. At present, there are 152 county committees on aging planning and carrying out such programs in Texas. The programs vary widely. Some examples include: activity programs such as bazaars, fairs, fun days, etc., volunteer transportation services, volunteer telephone reassurance programs, activity centers, educational seminars and recognition days.

Presentation of Questionnaire Findings

A questionnaire on educational needs was designed to gain input from various groups of senior citizens representative of the total elderly population of Dallas County. This information will be used to facilitate the documentation of educational needs and validate directions for the proposed plan of continuing education of the elderly within the state of Texas.

Information was taken from a sample number of persons 55 years of age or older who represent Dallas County according to geographic location; economic representation; and racial distribution.

In selecting sample groups, participants were those senior citizens residing in the Dallas Housing Authority high rise apartments for elderly persons and those participating in Dallas County Nutrition Programs. In addition, members of the Marillac Social Center (Senior Citizens Program) and the North Dallas Chapter #473 of the American Association of Retired Persons were interviewed.

The questionnaire included 24 questions about educational needs and interests. Specific goals of the questionnaire were:

1. To determine major areas of educational interest.
2. To determine the number of elderly persons who wish to further their learning.
3. To determine to what extent current educational opportunities are being utilized.
4. To identify reasons why some elderly persons do not participate in educational activities.
5. To determine the best ways to meet the needs.
6. To determine the number of elderly able to pay for educational classes.

Out of 950 questionnaires distributed, 365 were completed. Results indicated that 79(22%) of all participants interviewed were males, whereas 286 or (78%) were females.

The racial distribution of respondents approximated closely their representativeness in the population. The highest number of questionnaires were completed by whites 274(75%), and they represented Brooks Manor, Hospitality House, and the North Dallas Chapter of AARP.

Approximately 65(18%) forms were completed by Blacks residing at Park Manor and those participating in the Nutrition Program.

Seven per cent (25) questionnaires were completed by Mexican-Americans from the Marillac Social Center in West Dallas.

In Table 2, Racial distribution is compared to the highest grade attained in school by all participants. In regard to race, minority groups are among the least educated; therefore, the purpose of this comparison is to support this fact.

Table 4. The Relationship of Race to the Highest Grade Attained in School

	Years of Formal Education Completed					
Site	1-3	4-6	7-9	10-12	Some College	College Graduate
(W)AARP	---	1	1	28	41	38
(W)Brooks M.	2	2	17	20	7	1
(W)H.H.	---	3	7	24	15	12
(M)N.S.	4	14	16	10	---	---
(M)Marillac	6	5	2	1	---	---
(M)Park M.	2	5	9	5	4	---
Totals	14	30	52	88	67	51
%	5%	10%	17%	29%	22%	17%

(W) - White Participants
(M) - Minority Participants

Evidence concludes that in the predominately white location sites, the majority of participants graduated from High School with a larger number entering college (51). While on the other hand, centers in low-income minority areas indicated that few participants were able to reach even the 9th grade. Therefore, it is recommended that in the proposed plan for continuing education of the elderly, special efforts should be made to entice minority groups to actively participate in activities which would enrich their personal lives.

Questionnaire results indicate that 46% of all age group participants were between the ages of 61-70. Income response indicated that 50% of all participants interviewed had a monthly income ranging between $100-$199/month. (This data was computed after excluding the participants from AARP - Most of these participants had a monthly income ranging between $400 and over per month.)

Most of the participants interviewed lived alone(54%), and the next highest category were those persons still living with their spouses (32%).

63% out of 297 responses indicated an interest in continued learning. 51% of those interviewed were participating in educational activities while 49% were not. Of those not participating the reasons were given as follows:

1. 32% felt that it was too late to continue their learning.
2. 29% were unaware that some classes were available in their particular center.
3. 15% were not interested.
4. 24% had other reasons for not participating.

In summation, the majority of those interviewed:

A. Preferred to attend classes once per week (66%).
B. Preferred to attend classes in their local community center (81%).
C. Preferred to attend classes with persons of younger ages (74%).
D. The majority kept informed of the news by reading the paper; watching TV; and by listening to the radio (74%).
E. The majority of participants enjoyed learning (38%).
F. The majority of participants felt that Preretirement education programs would have helped in planning for their retirement (70%).
G. The majority wished to have a broader outlook on life at the completion of their instruction (45%).
H. Excluding AARP, the majority of participants felt that the $10.00 fee would prohibit them from participating in educational activities (64%).

Plan Proposals for Educational Alternatives for Senior Citizens

As a component to area-wide plans for services to the elderly, the proposed plan: Educational Alternatives for Senior Citizens would assist area agencies in achieving their three main goals.*

I. To assist the elderly in maintaining their independence and involvement in the stream of life...

The Community College plans to offer a variety of courses designed and directed toward meeting specific needs of the elderly. By creating learning opportunities, outlets for creativity, as well as skill development, elderly persons will not only increase their potential for purposeful living, but will maintain self-independence.

In addition, the community college plans to offer courses for the elderly on campus and in community settings. For the senior citizen this would have a double advantage. First, it would promote an increase in social contact among each individual and his fellow peers and provide the opportunity to jump back into the mainstream of community activities. Second, programs offered in convenient community settings would lessen the barrier of transportation.

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* Goals as listed in the Area Wide Plan for Services to the Elderly-Dallas Area Agency on Aging (November 20, 1973).

2. To maximize support to the elderly by providing the planning and coordination that will facilitate the delivery of services by private agencies, governmental units and volunteer organizations...

   It is recommended that services for senior citizens, to be delivered by the local college or college district, should be analyzed and developed in conjunction with existing agencies. Depending on the nature of the community to be served, the community college district plans to act as a catalyst in assisting such agencies to maximize their impact on educational programs for the elderly. More important by determining the type of services offered by existing agencies, the college district would attempt to alleviate duplication.

   Agency representatives would be utilized as instructors for different courses to be offered to the elderly. (For example: Social Security Representatives) In this way, the Dallas County Community College District will strive to assist existing agencies in the promotion of their services to senior citizens throughout Dallas County.

3. To develop plans and means for the implementation of programs and services not presently being provided...

   As an educational institution it has the proper type of resources needed for developing direct learning services for the elderly. Such resources would include qualified experienced instructors; adequate classroom facilities (for those persons desiring to participate in learning activities conducted on the college campus); library priveleges; an interesting selection of existing courses; the flexibility to design courses specifically for the elderly and through the division of continuing education, an effective delivery system.

In addition to assisting area agencies, the Dallas County Community College District recommends that the plan for continuing education of the elderly be comprised of six essential proposals. These being:

Proposal #1

It is recommended that courses directed toward the elderly be administered by schools of continuing education. (These schools shall include universities, community colleges, junior colleges, etc...) By offering courses on the college campus, this would have the advantage of encouraging the elderly into the community and reaquainting them to community activities.

In addition to offering courses of interest to senior citizens in schools of continuing education, it is proposed that certain courses be offered in community settings. Locations would be in churches, schools, community centers, or whereever there has been an expressed desire and need. (Questionnaire findings indicated that approximately 81% of the elderly persons interviewed in Dallas County preferred to attend classes in their local community.)

According to the 1970 Census, there are approximately 131,919 persons aged 60 and over living within Dallas County. The Dallas County Community College District feels an obligation to serving this segment of the population, and it is felt that they are entitled to the best possible educational services.

Proposal #2

It is recommended that the local college or college district designate a person who would serve as fulltime director and coordinator of all programs directed toward the elderly. By placing the responsibility for aging activities in the hands of a qualified director, the elderly would be looked upon as a college priority and therefore be assured of a direct line of communication to the college.

In addition, if responsibilities for aging activities is placed with the director, then that person could utilize college resources - both staff and material to develop an effectively coordinated multipurpose program for senior citizens.* (This program would be in the Continuing Education Division of the college.)

Proposal #3

It is proposed that the local college(district) be responsible for the creation of a Senior Advisory Council. This council would assist in the planning format of all activities offered to the elderly and for evaluating what type of courses should be offered to older adults. In addition, the council would be used as a referral agent in that the older memebers of the council could inform elderly community residents of the college services available to meet their specific needs.

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* American Association of Community & Junior Colleges, *Aging as a Priority for Community Colleges* (9/14/73), p. (IV)-28.

It is recommended that the size of the council would not exceed the number fifteen, and have at least 8 elderly persons, the consumer group, reflected in the count. The rest of the council members would be comprised of community leaders. (Example: Area Agency Task Force Members.)

Proposal #4

It is proposed to offer any community service course in any area for which there may be a demand. Suggested curriculum would include Arts and Crafts, Nutrition and Health Care, Consumer Education, Preretirement Education, Physical Fitness, recreation, courses on Old Age benefits, Social Security, etc....

It is further recommended that these courses be offered either in the morning or afternoon (depending on personal preference) and would last between 1 hr. to 1^1/2 hr. in duration and only one day per week.

In addition, no discrimination will be made in regard to race, color, creed, or sex in planning and conducting the continuing education program for senior citizens in Dallas County.

In regard to age, 55 should be the entry age in order to prepare for retirement.

Proposal #5

It is proposed that the identification and securing of instructors would be the responsibility of the Program Director. These instructors should be capable of exercising mature judgement and understanding the needs of the elderly.

Some instructors will be able to be obtained at no cost. For example, these instructors would be social security representatives, physicians, lawyers, and more important, qualified retired citizens. (It is hoped that the numerous services provided by retired citizens would be utilized in as many courses and ways as possible.) Other instructors would have to be paid at the rate of $10.00/hour - based on hiring rates of the Dallas County Community College District. -(or at the approved rate of the individual college and/or district.)

It is recommended that all courses and instructors be continually evaluated by qualified supervisors so that the program will maintain a high level of effectiveness. In addition, it is suggested that the proposed program be evaluated at the end of its session by all senior citizen participants of the class to insure maintaining quality control.

Furthermore, the Senior Advisory Council should play an active role in evaluating courses and instructors.

Proposal #6
Funding the Plan

At the present time, there are no existing grants or state funds designated to fund: Educational Alternatives for Senior Citizens.

It is therefore the recommendation of the Dallas County Communtiy College District that the cost of these proposed activities should be funded in a manner similar to Adult Vocational Education provided by the Texas Education Agency.

The Dallas County Community College District further recommends that the proposed plan be funded from 3 distinct sources. These being:

1. The individual student
2. The local college or college district
3. The State of Texas

I. The Individual Student:

It is recommended that the share of the cost to the student shall be minimal to encourage participation. (64% (excluding AARP respondents) of the senior citizens interviewed in the Dallas County area indicated that the paying of a $10.00 class registration fee would prohibit them from participating in any educational activity.) This increased participation in a course would result in a decreased cost rate to individual students, given a standard cost of providing courses.

It is recommended that if a senior citizen desires to take a course on any topic, his share of the cost would be:

A. 10 Hour Course - $1.00 fee
B. Courses over 10 hours - $2.00 fee

Furthermore, scholarships could be made available to senior citizens through the college or community groups.

II. Local College District or College:

It is proposed that the local college district or college would be responsible for four things:

1. Administrative Costs
2. Overhead Costs
3. Facilities
4. Free Registration on Space Available Basis

1. *Administrative Costs:*

It is felt that the local college district or college should bear the responsibility for all administrative costs. Under this category the following items would be included:

A. Directors Salary
B. 1/2 Secretary Salary

2. *Overhead Costs:*

Under this category, the college district or college would be responsible for providing the following things:

A. All utility costs - electricity, telephone, etc.
B. Janitorial Service costs at the campus

3. *Facilities:*

It is recommended that the college district or college be responsible for the cost of locating adequate classroom space* and for the administration of the classes.

In addition, the college district would be responsible for office space for the director and secretary.

4. *Free Registration on Space Available Basis:*

It is recommended that the local college district or college explore the means by which senior citizens may enroll in credit and non-credit classes tuition free on a space available basis.

III. *State Responsibilities:*

This proposal recommends that the state reimburse each college or college district $1.20 per student contact hour for any course offered to the elderly. (Elderly persons in Dallas County may be defined as persons aged 60 and over.)

* Space includes use of any suitable facility. This includes churches, schools, community centers, etc...

This state reimbursement would cover:

A. All direct instructional costs:

   1. Instructors salaries
   2. Travel allowance
   3. Supplies
   4. Equipment

B. Indirect costs

Example of Calculations:

College:

20 hrs. x $10(Instructor Fee)	= $200.00
$200 x 15% overhead	30.00
College cost	$230.00
Money to be applied to Program Director's Salary	+ 10.00
	$240.00

State:

$1.20 x 20 hrs.	$ 24.00
$24.00 x $10.00(Instructors fee/hr.)	$240.00
State Reimbursement............................	$240.00
Minus Cost to College..........................	230.00
Remainder toward Program Director's Salary......	$ 10.00

Summary

By implementing the proposed plan for continuing education of the elderly, the Dallas County Community College District plans to challenge the issues. This plan will not only provide senior citizens with opportunities for training, learning experiences, and achievement of personal goals, but it will also provide alternative roles for the retired elderly.

Elderly persons will be afforded the opportunity to communicate with other persons and be a more active member of his community. Classes held in informal atmospheres will provide a forum for senior citizens to meet new people and express new ideas and viewpoints, thus fulfilling their socialization needs.

EXTERNAL DEGREE PROGRAMS FOR NON-TRADITIONAL STUDENTS

A FEASIBILITY STUDY

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Introduction

During the past 10 to 15 years, but more specifically during the past five years, a great amount of interest and activity has centered around a new focal point in higher education - the external or non-traditional degree. External or non-traditional degree programs are growing in almost a wave fashion in this country. The Newman Report, the Carnegie Commission, and the Commission on Non-traditional Study have all lent considerable prestige and generated additional interest in this subject.

The *External Degree* by Cyril Houle, published in 1973, appears to be the best treatment of this subject in a single publication. Houle points out that there are numbers of different approaches being taken by educational institutions both as to methodology and program content.

The approaches to offering an external or non-traditional degree range from programs which differ little from the institution's traditional degree programs to those at the other end of the spectrum which base their degree requirements on the successful completion of a certain number of examinations, with no required classroom attendance as such.

The programs which have become reality have offered the benefits of higher education to many people who might never have entered or completed a traditional degree program with the accompanying traditional requirements and regulations.

In order to keep abreast of this new emphasis in higher education and to be prepared to make recommendations to the administration of The University of Texas at Austin, the Dean of the Division of Extension authorized this feasibility study to be conducted by personnel of the Extension Teaching and Field Service Bureau. The Division of Extension has a natural interest in external or non-traditional study since the Division has been serving many educational needs of the people of the State of Texas for over 60 years by utilizing the expertise of the faculty of The University of Texas at Austin in settings around the state which differed considerably from the traditional on-campus setting.

This study was intended to determine the feasibility of recommending further action on the possibility of offering a degree attainable through programs of study which allow the non-traditional student to continue his or her education without a significant alteration of life-work-home obligations.

Purpose and Objectives of the Study

The purpose of this report is to review some basic considerations relating to external or non-traditional degrees and to suggest appropriate further action for The University of Texas at Austin.

More specifically, some of the objectives of this study were to:

1. identify varied examples of on-going programs of non-traditional study
2. study characteristics of some of the existing programs
3. gather materials concerning some of these programs
4. become acquainted with some key people involved with such programs and evaluate these people in terms of their usefulness as possible consultants
5. develop a foundation on which further, more intensive study might be built
6. develop enough knowledge of the various programs so as to be of value to a future study committee

Methods Used in Gathering Information

The subject matter of this study and subsequent report was one familiar to staff members of the Extension Teaching and Field Service Bureau; one of the members wrote a doctoral dissertation on the subject, another member had done extensive reading in this area, and the remaining members had done some reading in the area of non-traditional study and external or non-traditional degrees. At least five of the staff members had, previous to the study, engaged in numerous discussions of such programs and their possibilities.

Once this study was authorized, the staff members assigned to do the study began looking at various existing, on-going programs in order to determine the campuses to be visited. Because of the usual limitations of time, money, and personnel, a certain degree of selectivity had to be built into the study.

Arrangements were made to study the similar degree programs at the University of Oklahoma at Norman and the University of South Florida at Tampa; the New York Regents External Degree Program at Albany; the Empire State

College program at Saratoga Springs; and the University Without Walls program which is also located at Saratoga Springs, New York.

Staff members also attended the Second National Workshop on Special Degree Programs at Atlanta, Georgia; a speech at The University of Texas at Austin about the British Open University; the Adult Education Association Seminar on Non-traditional Studies in Dallas and; the Commissioner's Conference on Non-traditional Studies at Glens Falls, New York. Some other information was gathered and will be presented in this report.

Descriptions of each of the above mentioned activities will be presented for reference purposes at a later point in this report. Each will be listed under its individual heading for easy reference.

After the various visits were made to gather pertinent information, the findings were written so as to serve as sub-reports to this report. The staff members who made the study shared and exchanged information and then decided upon what should be included under the headings of Rationale and General Recommendations and then the Recommendations for The University of Texas at Austin.

It was also determined that these recommendations should reflect the collective thinking of the participating members; however, it was agreed that minority opinions and recommendations should be included and labelled as such in cases of dissenting opinions.

Organization of the Remainder of the Report

The next section of the report presents a thumbnail sketch of each of the external or non-traditional degree programs visited. These sketches will appear under the heading of Programs Studied.

The report will then discuss Rationale and General Recommendations followed by Recommendations for The University of Texas at Austin. After General Concluding Statements are made, a several-part section will provide more detailed information about each of the efforts which made up the study. This information will be listed under the heading Supporting Information. The various Tabs listed under Supporting Information will coincide with the order of the program thumbnail sketches presented under the heading of Programs Studied. Then the other activities of the staff members will be presented as further supporting information.

Materials such as information bulletins and packets are available for each program studied but will not be included with this report because of their bulk and the assembly problems they represent.

Programs Studied - Brief Descriptions

The several programs studied represent a wide range of "externality" in terms of basic approaches and program implementation. In the next few pages, a thumbnail sketch of each program has been included to provide an overview of the key elements of each particular external degree program.

BLS - Oklahoma

The Bachelor of Liberal Studies offered at the University of Oklahoma is a nationally recognized program in adult education. The curriculum involves three basic areas of study - humanities, natural sciences and social sciences. Students enroll in the three areas in a sequence of their choosing and then complete an integrative inter-area study. Each of these four areas is the equivalence of one year's work in a traditional college program. The methodology in all four areas consists of guided independent study and intensive short term seminars. Modified versions of the basic BLS program have been developed to accommodate on-campus students and also those who have had sixty hours of lower division (junior college) work.

BIS - South Florida

The Bachelor of Independent Studies (BIS) offered at the University of South Florida is an external degree program based on a curriculum of interdisciplinary studies. There are three basic areas of study - humanities, natural sciences, and social sciences. Students enroll in the three areas in a sequence which they choose. Each area consists of independent study by the student under the assistance of a faculty advisor and a three week on-campus seminar in the area. A fourth area consists of the research and preparation of an inter-area thesis. Each of these four areas is the equivalence of one year's study in the traditional baccalaureate program.

The BIS program at University of South Florida is very similar to the older BLS program offered at University of Oklahoma. It appears that the only significant differences between the programs is in the fourth area requirements in which BIS has gone from the BLS inter-area study to a more sophisticated thesis requirement.

Regents External Degree of New York

The Board of Regents of The University of the State of New York established the Regents External Degree in 1970 as perhaps the most innovative of all and truly an "external" degree. It is awarded by a university based upon evaluation only. No instruction is provided by The University of the State of New York which has no campus, no resident faculty and no student in the traditional sense. Requirements for the degree are published and awards are made to anyone who can satisfy the requirements. There are no requirements of admission, residence or age, and methods of preparation are not prescribed. Degree requirements can be satisfied in several ways such as:

1. college courses from regionally accredited institutions of higher learning, taken either on campus or through correspondence,
2. proficiency examinations,
3. military service school courses,
4. special assessment of knowledge gained from experience, independent study, or other non-traditional approaches to education.

Empire State College of New York

Empire State College, established in 1971, is a public liberal arts college of the State University of New York. It is a non-residential college with a coordinating center near the middle of the state (Saratoga Springs) and regional learning centers throughout the state. There are no campuses in the traditional sense. Emphasis is placed upon individualized independent study and initiative. Each student collaborates with a mentor (faculty advisor) in planning and carrying out his study program through tutorials, cooperative studies, courses offered at other institutions, community resources and evaluation of prior learning experiences.

Empire State College is a reaching-out and innovative approach to serve with an "external" degree. It may serve in conjunction with the New York Regents External degree by affording candidates for that degree the opportunity to obtain their needed instruction.

University Without Walls-Skidmore College

The University Without Walls (UWW) at Skidmore College in Saratoga Springs, New York, is one of a consortium of institutions operating under the aegis of the Union for Experimenting Colleges and Univesities, Yellowsprings, Ohio. The UWW program is one of the most non-traditional and innovative programs in the country. Working with faculty advisor, a student works out a curriculum suited to his own experiences, education and plans. The student then progresses through the curriculum by way of learning contracts. Learning modes are varied, and can be independent study, standard college courses, internships and so forth. Evaluation of learning experiences is done by student self-evaluations and learning supervisor evaluation. The UWW system places maximum responsibility on the student for self-direction and self-motivation, and involves a high degree of interchange between the student and his faculty advisor.

External Degree Offered by The Evening College of the University of Cincinnati

The degree offered by the Evening College of the University of Cincinnati represents externality only in that the time of day and/or day of week available to its students for pursuit of their degree programs is different to the time available to the regular student. Hence, the Evening College serves more students who sometimes are labeled as "adult," "working," "continuing education" or "non-traditional". Courses are taught in the same fashion in an on-campus situation as is the case in regular (day) programs. The simplest and least change oriented form of the "external" degree is represented in the evening college.

Rationale and General Recommendations

Rationale

Generally, the Extension Teaching and Field Service Bureau personnel initially became interested in the exploration of external or non-traditional degree programs because such programs have much in common with the educational activities of this bureau.

Since an institution of higher education has the responsibility of being knowledgeable about current trends in the field of higher education, it was only natural that the Dean of the Division of Extension should authorize this preliminary study. Such a study can result in awareness of the trends in higher education and can seek to relate these trends to the mission and educational activity--or lack of activity--of an individual institution of higher education.

It seems appropriate and natural that The University of Texas at Austin, the largest and perhaps most influential institution in the South and Southwest, should seriously explore the possibility of becomming the state's educational leader in the field of external or non-traditional degree offerings. At the present time, leadership in this field has not been assumed by any institution of higher education in Texas. It has been concluded that the offering of a non-traditional or external degree may be a proper expectation of the public when it looks to an institution which is supported by its taxes.

In the recent past--prior to World War II--a college education was considered to be the privilege of the more affluent segment of our society or the reward for the few sacrificing, hardworking individuals with a strong hunger for learning who lacked the financial means to attend college. The rapidly changing times in this country have enabled more and more people to continue their educational efforts beyond high school. Some have said that higher education may now be an obligation to all citizens.

Many educators have come to the realization that higher education has not been fulfilling the needs of great numbers of our citizens. These are people who do not fit into the traditional mold or pattern of higher education; the lack of willingness, readiness or financial capability did not allow them to enter college at age 18 and remain four years to earn a degree. There are also individuals who feel that traditional educational requirements and methods are restrictive, lock-step regimentation which discourages, rather than foster, learning.

External or non-traditional degree programs have provided the non-traditional student with more options in a more flexible time framework. While some existing programs prefer to focus their attention on the prospective student who is 25 years of age or older, other programs are aimed at the post-high school age student who must or who chooses to be in the category of non-traditional students.

General Recommendations

An *ad hoc* committee should be appointed to study external or non-traditional degree programs and make recommendations to the President of The University of Texas at Austin. This committee should be appointed by the President, working closely with the Dean of the Division of Extension, and should meet on a regular basis for the duration of the study. The following recommendations should be kept in mind.

1. In Relation to the Committee:
    a. The committee should be composed of representatives of all schools and colleges of The University of Texas at Austin.
    b. Adequate financing should be available to the committee for all activities and reports necessary to an in-depth study.
    c. Committee members should visit a representative sampling of non-traditional programs and/or should bring in knowledgeable persons from those programs on a consultant basis.
    d. The staff members of the Extension Teaching and Field Service Bureau who conducted the Feasibility Study herewith reported may be available as resource persons to the committee.

2. In Relation to the Committee's Charge:
   a. The quality of any non-traditional program proposed for The University of Texas at Austin should be kept high in order for the degree conferred to be meaningful and carry the same high level of prestige enjoyed by degrees conferred upon students who pursue the traditional programs.
   b. The faculty of The University of Texas at Austin should be involved in the planning and decision-making process as early as possible.
   c. Faculty members of The University of Texas at Austin should be used in any non-traditional program proposed, either on an in-load or over-load basis. Further, no faculty member holding academic rank below Assistant Professor should be involved in such a program.
   d. Adequate financial reserve should be committed to see any such program through its early stages of development and implementation.
   e. Any non-traditional or external program proposed should be viewed as an opportunity for the non-traditional student, rather than as a replacement or substitute for traditional programs.
   f. Consideration should be given to recognizing learning, no matter when, where or how that learning was achieved. Such recognition might include credit by examination, transfer credit, and credit for learnings resulting from life experiences.
   g. Methods should be derived whereby students in any proposed non-traditional program can be counted as resident students with most or all of the same privileges enjoyed by students in traditional programs.

Recommendations For The University Of Texas At Austin

Introduction

The University of Texas at Austin should establish a new program of liberal studies through which a student could earn, on an external basis, a newly created baccalaureate degree to be designated "Bachelor of Interdisciplinary Studies" (BIS). This program would be an established curriculum in higher adult education, and the accompanying degree would be recognized as one of the several baccalaureate degrees conferred by The University of Texas at Austin.

This program would be designed for the adult, non-traditional student who otherwise probably would not be attending a regular traditional program.

The BIS would not be a degree for a young person or post-secondary student seeking an occupational or professional education.

The program would be "non-traditional" with respect to the core curriculum, primary modes of learning, and procedures for certifying proficiency. It would be "external" with respect to the time/space relationship of the student to the main university campus, and the organizational placement of program administration. More specific information regarding these and other elements of the program follows.

Program

Area Studies

The curriculum would comprise three broad areas of study: (1) Humanities, (2) Natural Sciences, and (3) Social Sciences. Each Area Study would include the appropriate disciplines for that area, e.g., Humanities might include the fine arts, history, literature, philosophy, and religion. The student would spend approximately one year in each area studying the disciplines within that area. Additionally, he would spend a fourth year in an Inter-Area Study, during which time he would integrate his learnings from the three separate Area Studies.

Within each Area Study, the student would progress through a sequence of learning and evaluative activities, as follows:

1. *Guided Independent Study*
   The primary mode of learning for the BIS student would be Guided Independent Study. Under the guidance of a faculty advisor, the student would complete reading and writing assignments included in the approved curriculum for a particular area--Humanities, Natural Sciences or Social Sciences.

2. *Area Comprehensive Examination*
   When the student and the faculty advisor believed the student had attained adequate competence in the Area Study, the student would take an Area Comprehensive Examination.

3. *Area Residential Seminar*
   Successful completion of the comprehensive examination would qualify the student to attend a three-week residential seminar held on the main university campus in Austin. During the seminar, the student would participate with other BIS students in exploring in depth a major theme selected and presented by a multi-disciplinary team of university faculty members.

Inter-Area Study

Having successfully completed the curriculum for each of the three Area Studies, the student then would be eligible to commence his Inter-Area Study. In this learning activity, the student would complete readings which deal with the relationships of several disciplines or deal with topics from the viewpoint of several areas. Through readings and written critiques, the student would integrate his previous learnings and expand his knowledge from an interdisciplinary perspective. The Inter-Area Study sequence would include:

1. Guided Independent Study
2. Inter-Area Comprehensive Examination
3. Inter-Area Residential Seminar (four weeks in duration)

Study in Depth

The student also would be required to complete a special Study in Depth, which might take the form of a major paper on a limited subject, or might be a creative work in literature, science or the arts. Normally, the student would prepare his Study in Depth after having completed the three Area Studies.

Graduation

The BIS degree would be conferred at regular graduation ceremonies of The University of Texas at Austin. To be recommended for the degree, the student would have to have successfully completed all elements for the BIS program:

1. Humanities
    a. Guided Independent Study
    b. Comprehensive Examination
    c. Residential Seminar
2. Natural Sciences
    a. Guided Independent Study
    b. Comprehensive Examination
    c. Residential Seminar
3. Social Sciences
    a. Guided Independent Study
    b. Comprehensive Examination
    c. Residential Seminar

4. Inter-Area Study
    a. Guided Independent Study
    b. Comprehensive Examination
    c. Residential Seminar
5. Study in Depth

Admission

Admission to the BIS program should be in accordance with admission standards currently in effect at The University of Texas at Austin under its Provisional Admission Program and its procedures for Admission by Individual Approval. In addition to meeting these requirements, the BIS student would have to be at least 23 years of age. Exceptions to the minimum age requirement might be considered on the basis of extenuating circumstances, such as family responsibilities, employment situation, background of experience, maturity, health status, and financial circumstances of the candidate for admission. Any exceptions to the basic admission requirements would be decided by the policy-making Executive Council composed of selected administrators and representatives of the disciplines participating in the program.

There would be no set calendar for admissions. A student could be admitted to the BIS program at any time during the year.

Placement Tests

Each student entering the BIS program would participate in a series of placement tests. These tests would be administered after the person was admitted, and the results used by the faculty advisor as part of his evaluation of the student's prior achievement in developing an individualized program of reading and study based on the student's needs.

Student Entry Level

Students entering the BIS program could be grouped into three broad categories with respect to academic background:

1. Students with no previous college-level training
2. Students with previous training at one or more institutions of higher education, other than graduates of Community Junior College training
3. Community Junior College Students-persons who have successfully completed a Junior Community College program and have attained the Associate-level degree.

Most students entering with no previous college credits would expect to complete the entire basic BIS curriculum, i.e., progress through the three Area Studies and the Inter-Area Study and complete the Study in Depth.

Advanced Standing by Transfer of Credit

Students with college credits appropriately distributed among the disciplines within an area may be able to obtain waiver of the Guided Independent Study, Comprehensive Examination and Residential Seminar in one or more areas. Persons presenting such credits would be evaluated by the Executive Council or by a special Evaluation Committee composed of representatives of the disciplines within the Area Study in question. For example, a person presenting 90 or more semester hours could possibly obtain waiver in all three Area Studies, if in the opinion of the evaluating committee he was truly competent and proficient in all three areas.

All students would be required to complete all elements of the final Inter-Area Study (fourth year) and the Study in Depth.

Community Junior College Option

Students presenting an Associate-level degree would proceed through all three Area Studies, the Inter-Area Study and the Study in Depth, but would do so on a modified and accelerated basis.

Rate of Progress

A normal rate of progress in the BIS program would be the completion of one Area Study each year, and completion of the Inter-Area Study and the Study in Depth in the final year. The person who entered the BIS program with no previous college training could normally anticipate spending four years in the program. The Community Junior College graduate could normally expect to spend two years in the program. The student presenting college credits could normally expect to spend from one to four years in the program, depending on the evaluating committee's decision regarding his previous work.

Because of individual differences and differing entry levels of proficiency, students would spend varying amounts of time in the various elements of the BIS curriculum.

Measurement of Academic Progress

Progress toward the BIS degree would be measured in terms of credit areas, rather than credit hours.

Three grades would be possible for the student taking the Area Comprehensive Examination and the Inter-Area Comprehensive Examination:

1. Pass
2. Pass With Deficiency - requiring completion of additional assignments proposed by the faculty advisor
3. Restudy/Retest - requiring a substantial amount of additional work, and a later attempt at an alternative form of the comprehensive examination

Grades assigned in the BIS program for each Area Study would be: (1) "S" - Satisfactory completion, and (2) "U" - Unsatisfactory. Grades would be determined on the basis of:

1. Evaluation of the student by his Guided Independent Study faculty advisor
2. Performance of the student on the Comprehensive Examinations
3. Evaluation of the student by the seminar teaching team

Organizational Placement of the Program

In the organizational structure of The University of Texas at Austin, the Bachelor of Interdisciplinary Studies program would be placed under the Dean of the Division of Extension. The program would be a separate operation under the Dean's office, and would be designated as the "Department of Interdisciplinary Studies." The director of the program would hold to the Dean, Division of Extension, a similar relationship to that held by Departmental Chairmen to Deans in present colleges in The University of Texas at Austin.

Staffing the Program

Staffing for the Department of Interdisciplinary Studies would be as follows:

1. Administrative
    a. Director
    b. Assistant Director
    c. Executive Secretary
    d. Clerical staff as required by the workload

2. Academic

    The Director of the Department would serve as the Director of the Bachelor of Interdisciplinary Studies program. The faculty advisors would be drawn from among faculty members at The University of Texas at Austin holding academic rank of at least Assistant Professor.

3. Policy Making
   Policy would be set by an Executive Council composed of selected administrators and faculty members of the several disciplines included in the BIS program.

Financing of the Program

Financing for the program would come jointly from The University of Texas at Austin or an external source, plus student tuition and fees.

Suggested student costs for the basic BIS program would be as follows:

Admission Fee(placement, orientation and advisement)	$ 75.00
Area Study Enrollment (per area) $300 x 3 areas	$900.00
Registration Fee, Area Seminar(per seminar)$300 x 3	$900.00
Inter-Area Study Enrollment	$300.00
Inter-Area Seminar	$400.00

Total Fees $2575.00

Suggested student costs for the Community Junior College Option would be as follows:

Admission Fee	$ 75.00
Introductory Seminar	$100.00
Guided Independent Study, Comprehensive Area	$500.00
Three-Week Comprehensive Area Seminar	$375.00
Guided Independent Study, Inter-Area	$300.00
Four-Week Inter-Area Seminar	$400.00

Total Fees $1750.00

Specific Recommendations for the BIS Program at The University of Texas at Austin

With respect to the proposed Bachelor of Interdisciplinary Studies program at The University of Texas at Austin, the following additional recommendations are made:

1. The Area Study Reading List for each area should be determined by the Executive Council or by separate committees which might be set up for each Area Study.

2. The BIS program should not attempt to maintain a separate library of books or written study materials specifically for BIS students.
3. The faculty advisor should be expected to do most of the advising and counseling of students.
4. Faculty advisors should be provided with a centralized clerical staff, housed in the Office of the Director, so that faculty advisors would not be dependent upon departmental personnel for administrative support.
5. Administrative officers of the BIS program should work out arrangements with the Veterans Administration under which students could qualify for VA educational benefits.
6. The University of Texas at Austin should commit funds (either university dollars or funds obtained from external sources) to support the Director, the Assistant Director, and other staff personnel and certain administrative operations of the BIS program.
7. The *ad hoc* study committee should investigate possible external sources, both public and private, for initial funding for the development of the BIS program.
8. The expertise presently available in the Measurement and Evaluation Center at The University of Texas at Austin should be drawn upon in determining program content and student evaluation.
9. No distinction should be made between in-state and out-of-state students with regard to tuition and fees.

Conclusions

The above-proposed plan for a Bachelor of Interdisciplinary Studies program at The University of Texas at Austin is only one approach to external or non-traditional studies. The *ad hoc* study committee might wish to consider modifications of existing external programs or to design a totally new program.

An external degree program at The University of Texas at Austin should appeal to a rather large population of Texas citizens who for various reasons cannot pursue a college degree through regular programs.

An external degree program likely would require a start-up funding of $150,000 to $200,000, and some continued administrative support (salaries, facilities, supplies) even as the program matures.

It appears likely that a minimum of two years would be required to launch an external degree program at The University of Texas at Austin, from designation of the presidentially appointed *ad hoc* study committee to the actual beginning of the program.

The faculty members of The University of Texas at Austin should be involved in all aspects of any proposed external degree program, from earliest planning stages to implementation of the program.

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